

SOCIAL SECURITY YEARBOOK

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The Social Security Yearbook is published annually as a supplement to the Social Security Bulletin, a monthly periodical authorized under Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, Seventy-second Congress, approved June 30, 1932. Publication is approved by the Bureau of the Budget, as required by Rule 42 of the Joint Committee on Printing.

A limited number of copies will be distributed without charge to agencies directly concerned with the administration of the Social Security Act. The Yearbook is for sale by the Superintendent of Documents, Washington, D. C., to whom all orders should be addressed. The price for a single copy is 50 cents.

Annual Supplement to the
Social Security Bulletin

Social Security Yearbook

for the calendar year

1939

August 1940

FEDERAL SECURITY AGENCY
SOCIAL SECURITY BOARD
WASHINGTON, D. C.

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FOREWORD

Social Security and Socio-Economic Trends

IN THE UNITED STATES, as in other countries, it has often been true that information concerning important trends in national life has been wholly or largely lacking until some problem has become so acute and so widely recognized as to require the establishment of a public service to cope with it. Then for the first time, through the actual operation of the service, there became available both the information necessary to guide and evaluate administration and a new view of some little-known aspect of the life of the American people.

With the establishment of the Federal Government, provision was made for the decennial census of population as the necessary implement of a political democracy. Over more than a century and a half the development of the information called for in this census, and in subsequently developed special censuses, has reflected the growing concern of the Federal Government with social and economic matters as distinguished from the mere count of population required for representative government. These periodic inventories provide a wealth of essential information on the Nation's human and material resources. They give a comprehensive view as of a given moment of time—a series of snapshots, so to speak—showing in terms of volume and category and of a particular time, this or that perspective of the Nation.

The complementary types of information developed through the social services of the Federal Government, the States, and the localities provide, on the other hand, what might be called a moving picture. They help to show currently and in more dynamic terms where, why, and in what direction social changes are occurring and which particular groups of the population are concerned with them. It was not, for example, until Federal, State, and local public-health services had been developed extensively that it was possible to chart even the tides of life and death with reasonable certainty on a Nation-wide basis—to show by place and season, age, sex, and race, by type of

sickness, cause of death, and other significant factors, the specific groups of Americans for whom life was becoming more secure or less secure. We are still almost wholly without needed information on important relationships between occupation and income and sickness and death, and doubtless shall continue to be without it until some comprehensive public measure is adopted to reckon with the impact of those social factors on individual well-being.

The increasing economic interdependence of areas and States throughout the Nation and of industrial and other groups within a single area brought before legislatures and the Congress demands for more complete information on economic processes and maladjustments and, simultaneously, demands for measures to remedy such maladjustments. These demands became imperative during the early 1930's. It is characteristic of the development of social insurance the world over that most of the advance planning and even initial operation of the several programs instituted by the Social Security Act had to be conducted with only fragmentary or incomplete information concerning the specific nature of the problems which were pressing for attention.

Until reasonably comparable services for public assistance to persons in need are established throughout a State or in all States, it is possible to estimate only in the most general terms the amount of need, as measured by some agreed standard, among the population as a whole or among special groups such as the aged or children. Until employment services are widely available and utilized by employers seeking workers and by workers seeking jobs, it is not possible to state even in general terms, let alone in terms of specialized skills and experience, what and where are the needs for labor and how many and where the workers available to meet them. Throughout one of the most severe depressions in its history, this country has been without comprehensive

current information on such basic factors as the extent and nature of employment and unemployment and the distribution of individual earnings and other income. Valid forecasts of future economic trends with which public policy and private enterprise alike are concerned, require such information for considerable periods.

The actual operation of the social security program, however, is beginning to facilitate answers to some of the questions on social and economic situations and trends that are asked by the general public, by legislators and public administrators, workers and employers, as well as by students of the social sciences. This first Social Security Yearbook, issued as an annual supplement to the Social Security Bulletin, endeavors to summarize such basic information in these areas as was available to the Social Security Board by the spring of 1940. Insofar as possible, an effort has been made to indicate important developments from the initiation of the program through the calendar year 1939. Subsequent issues of the Yearbook will maintain reporting in general on a calendar-year basis to facilitate comparison with other important economic series. Summary discussion and reports of the administrative operations of the Board and of the Board's recommendations will continue to be carried in the Annual Report of the Board to Congress for the fiscal year, while special analyses and current reports concerning programs for which the Board carries Federal responsibilities will be maintained, as at present, in the monthly issues of the Social Security Bulletin.

The information contained in this first issue of the Yearbook is less comprehensive and in many respects less illuminating than that which may be anticipated for future years. The Federal program of old-age and survivors insurance did not advance to full operation until 1940. The unemployment insurance program was not in full operation throughout the country until the second half of 1939. Programs for aid to dependent children and aid to the blind have not yet been established by all States under the Social Security Act. Voluntary reporting on these and other types of assistance provided by States and localities to persons in need, and the collaboration of agencies concerned with Federal work programs and related Federal activities, make it possible,

however, to include in this Yearbook a comprehensive summary record of the public programs administered in the years 1933-39 to relieve or offset individual economic distress.

For the recently established social insurance programs, present information is necessarily incomplete. In the initial periods of Federal and State operations, attention must be concentrated on development of the administrative organization and procedures needed to establish and implement the program. Initial reports, accordingly, are largely in terms of administrative operations rather than in terms of the socio-economic situation which has occasioned those operations and is, in turn, revealed by them. Earliest reports on unemployment insurance, for example, indicated the numbers of claims received and handled and total and average amounts paid out in benefits. Only later can progress be made toward ascertaining such information as the numbers and types of workers who make claims and receive benefits; the varying amounts such workers receive and the relation of these amounts to their customary earnings; the periods of time for which workers are compensated and the relation of these periods to the duration of their unemployment, individually and by industry and occupation. These latter topics are of prime importance not only to workers, employers, and labor-market analysts, but also to the social insurance agency itself; only through such facts is it possible to judge the extent to which the system is serving the purpose for which it is intended. Administration of social security programs cannot be considered complete until it has been such as to assemble both the information needed for the evaluation of current operations in terms of the objectives of the legislation and that required to guide future development toward a more nearly adequate fulfillment of those objectives.

The data assembled in the present volume represent for the several programs different stages of development which reflect, in general, the differing periods of time over which the programs have been in operation. Only in connection with public assistance, in which activities of the States and localities antedated the establishment of the Federal-State program, is it possible to offer comparisons over a considerable period of time. Under all programs, moreover, the time has been too

short for valid analyses of many factors and trends—especially those in employment and pay rolls—for which the program will afford information of great importance on a scale never before attainable. It is hoped that the present volume will serve as a summary compendium and as a guide to other significant socio-economic information which is or will be available through the

activities of the Board, and that it will stimulate further examination and study of the many important and complex aspects of American life reflected through the operation of the social security program.

I. S. FALK, *Director,*
Bureau of Research and Statistics.

JULY 1940.

ACKNOWLEDGMENTS

RESPONSIBILITY for preparation of the Social Security Yearbook is allocated to the Bureau of Research and Statistics, assisted by an advisory committee which includes the Director of the Bureau as chairman, and members of the staff of this and other bureaus to represent research, analysis, and policy formulation relating to the several programs administered by the Board.

The material presented in this volume originated in the bureaus and offices concerned with the activities presented. The Analysis Division of the Bureau of Old-Age and Survivors Insurance was responsible for the preparation of text and tables for the section on old-age insurance; text and tables for the employment security section originated in the Research and Statistics Division of the Bureau of Employment Security; the first article in the public assistance section was prepared in the Plans and Grants Division of the Bureau of Public Assistance; and the Office of the Actuary contributed the article, "Factors in Estimating the Costs of Social Security."

As the agency for coordinating research as well as for maintaining specific research activities, the Bureau of Research and Statistics is represented in the contents of this Yearbook by several of its divisions. The Division of Health and Disability

Studies was responsible for the article entitled "Economic Insecurity in Relation to Family Composition"; the Division of Public Assistance Research for "Trends in Public Assistance, 1933-39" and for the item on Federal, State, and local responsibility for public assistance financing; the Division of Coordination Studies for "Social Insurance Under Selected Programs"; the Division of Finance and Economic Studies for "Financing Social Security Programs: Federal Operations." The Division of Publications and Review, and in particular the Special Publications Section, of which Martha D. Ring is chief, has been responsible, in consultation with the advisory committee, for planning the scope and content of the present volume on the basis of the material available, reviewing and editing the text and tabular data, designing charts, and compiling the summary of "Significant Events in the Development of the Social Security Program," the bibliographic notes, and the list of publications.

"Trends in Public Assistance, 1933-39," pages 166-220 of Section V, reprints Bureau Report No. 8 of the Bureau of Research and Statistics, with the exception of county data for the month of December 1939 which are contained in that report.

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**SIGNIFICANT EVENTS IN THE DEVELOPMENT
OF THE SOCIAL SECURITY PROGRAM, 1934-39**



Significant Events in the Development of the Social Security Program, 1934-39

1934

June 8: FEDERAL LEGISLATION to promote economic security recommended in the President's Message to Congress (H. Doc. 397, 73d Cong., 2d sess.).¹

June 27: RAILROAD RETIREMENT ACT OF 1934 (Public, No. 485, 73d Cong., 2d sess.) approved by the President. Act provides for retirement and disability annuities and lump-sum payments to survivors. Employee contributions initially set at 2 percent of wages, carrier contributions to equal twice the amount of employee contributions. Act to be administered by Railroad Retirement Board, which is empowered to substitute annuity system for private railroad pension plans.

June 29: COMMITTEE ON ECONOMIC SECURITY created by Executive Order No. 6757 to study problems relating to economic security of individuals and to recommend legislation to promote economic security. Committee consists of Secretary of Labor, chairman, Secretary of the Treasury, Attorney General, Secretary of Agriculture, and Federal Emergency Relief Administrator, assisted by Advisory Council on Economic Security and Technical Board on Economic Security. (See item for Aug. 11, 1939.)

November 14-15: NATIONAL CONFERENCE ON ECONOMIC SECURITY, called by the President, held in Washington with representatives of employers, labor, and public.

Year 1934: PUBLIC ASSISTANCE payments made to individuals under State² laws and financed exclusively from State and local funds amounted to a total of \$80 million for the year in the continental United States; payments, largely from Federal funds, under general relief and special programs of the FERA amounted to \$1,261 million for the same period:

Program	Payments, 1934 (millions)
Total	\$1,341
Old-age assistance	32
Aid to dependent children	41
Aid to the blind	7
General relief	1,200
Special FERA programs	61

Payments were made for December to 206,000 recipients of old-age assistance, 280,000 dependent children in 113,000 families, 33,000 recipients of aid to the blind, 5,367,000 general relief cases, and 447,000 cases under special FERA programs. (See tables 2 and 3, pp. 170 and 172.)

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 5,618,332 place-

¹For list of legislative documents pertaining to social security program, see pp. 263-264.

²Throughout this publication the terms "State" as defined in the Social Security Act and "jurisdiction" are used synonymously to include the 48 States, the District of Columbia, Alaska, and Hawaii.

ments during the year, 1,483,638 in private employment and 4,134,694 in public employment.

1935

January 17: REPORT OF COMMITTEE ON ECONOMIC SECURITY transmitted to Congress by the President with a message (H. Doc. 81, 74th Cong., 1st sess.), urging enactment of legislation to carry out Committee's recommendations for Federal-State public assistance and unemployment compensation programs, for Federal old-age insurance, and for extension of public-health and maternal and child-welfare services and vocational rehabilitation.

January 17: ECONOMIC SECURITY BILL introduced in Seventy-fourth Congress as S. 1130, H. R. 4120, and H. R. 4142.

January 21-February 12: WAYS AND MEANS COMMITTEE conducts public hearings on economic security bill (H. R. 4120) (*Economic Security Act; Hearings Before the Committee on Ways and Means, House of Representatives*, 1935).

January 22-February 12: SENATE FINANCE COMMITTEE conducts public hearings on economic security bill (S. 1130) (*Economic Security Act; Hearings Before the Committee on Finance, United States Senate*, 1935).

April 4: SOCIAL SECURITY BILL (H. R. 7260) introduced in House of Representatives with report (H. Rept. 615, 74th Cong., 1st sess.). This bill replaces economic security bill.

April 19: SOCIAL SECURITY BILL (H. R. 7260) passed by House of Representatives.

May 6: RAILROAD RETIREMENT ACT OF 1934 (Public, No. 485, 73d Cong., 2d sess.) declared unconstitutional by United States Supreme Court (*Railroad Retirement Board et al v. Alton Railroad Company et al*, 295 U. S. 330). With four justices dissenting, the decision read in part: "... the act is invalid because several of its inseparable provisions contravene the due process of law clause of the Fifth Amendment. The act is not in purpose or effect a regulation of interstate commerce within the meaning of the Constitution" (295 U. S. 362).

May 13: SOCIAL SECURITY BILL (H. R. 7260) reported out by Senate Finance Committee (S. Rept. 628, 74th Cong., 1st sess.).

June 19: SOCIAL SECURITY BILL (H. R. 7260) passed by Senate with amendments.

August 9: SOCIAL SECURITY BILL (H. R. 7260) sent to the President after acceptance of final conference report (H. Rept. 1744, 74th Cong., 1st sess.) by House and Senate.

August 14: SOCIAL SECURITY ACT (H. R. 7260, Public, No. 271, 74th Cong., 1st sess.) approved by the President.

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August 15: INTERDEPARTMENTAL COMMITTEE to Coordinate Health and Welfare Activities appointed by the President (letter appointment). Committee is composed of Assistant Secretary of the Treasury, chairman, Assistant Secretaries of Interior and Agriculture, and Second Assistant Secretary of Labor. (See item for Oct. 27, 1936.)

August 23: MEMBERS OF SOCIAL SECURITY BOARD named by the President: John G. Winant, chairman, Arthur J. Altmeyer, and Vincent M. Miles. Nominations approved by Senate.

August 29: RAILROAD RETIREMENT ACT of 1935 (Public, No. 399, 74th Cong., 1st sess.) approved by the President. Act provides for retirement and disability annuities, for death-benefit annuities, and for survivors annuities based on employee election. Act to be administered by Railroad Retirement Board, which is required to report on desirability of substituting annuity system for private pension plans.

August 29: CARRIERS TAXING ACT (Public, No. 400, 74th Cong., 1st sess.) approved by the President, providing, until February 28, 1937, for income tax on railroad employees and on employee representatives and excise tax on carriers. Tax rate for both employees and carriers set at 3½ percent of wages.

October 16: SOCIAL SECURITY BOARD receives funds from Department of Labor for preliminary operations.

Year 1935: PUBLIC ASSISTANCE payments made to individuals under State laws financed exclusively from State and local funds amounted to a total of \$115 million for the year in the continental United States; payments, largely from Federal funds, under general relief and special programs of the FERA amounted to \$1,548 million for the same period:

Program	Payments, 1935 (millions)
Total	\$1,663
Old-age assistance	65
Aid to dependent children	42
Aid to the blind	8
General relief	1,433
Special FERA programs	115

Payments made under Federal work programs amounted to \$929 million and subsistence payments to farmers under the Farm Security Administration program totaled \$2.5 million.

Payments were made for December to 378,000 recipients of old-age assistance, 286,000 dependent children in 117,000 families, 35,000 recipients of aid to the blind, 2,886,000 general relief cases, and 92,000 cases under special FERA programs.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 4,457,523 placements during the year, 1,107,755 in private employment and 3,349,768 in public employment.

1936

January 1: FEDERAL TAX of 1 percent of pay rolls under title IX of Social Security Act (subsequently Federal Unemployment Tax Act) first applicable to employers

of 8 or more, with credit offset for contributions paid to unemployment funds in States with laws approved by Social Security Board.

February: SUPPLEMENTAL APPROPRIATION ACT, fiscal year 1936 (Public, No. 440, 74th Cong., 2d sess., approved Feb. 11, 1936), provides first appropriation to implement Social Security Act with funds for organization of Social Security Board, administration of Federal program, and grants to States.

PUBLIC ASSISTANCE payments to recipients first made with Federal participation under Social Security Act ³ in:

Old-age assistance in 17 jurisdictions—Alabama, Delaware, Idaho, Iowa, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nebraska, New Hampshire, Ohio, Rhode Island, Vermont, Washington, Wisconsin, and Wyoming.

Aid to dependent children in 10 jurisdictions—Alabama, District of Columbia, Idaho, Maine, Maryland, Mississippi, New Hampshire, Washington, Wisconsin, and Wyoming.

Aid to the blind in 9 jurisdictions—Connecticut, Idaho, Maine, Mississippi, New Hampshire, North Carolina, Pennsylvania, Wisconsin, and Wyoming.

March: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Arkansas, District of Columbia, Minnesota, and Utah.

Aid to dependent children in Utah and Vermont.

Aid to the blind in Nebraska and Utah.

Last month of Federal participation in payments for aid to dependent children and aid to the blind in Mississippi under plans approved December 27, 1935. (See item for November 1938.)

March 5: FIRST UNEMPLOYMENT COMPENSATION grant for administration of State law (New Hampshire) certified by Social Security Board.⁴

April: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in California, Colorado, Connecticut, Indiana, New Jersey, Oklahoma, and Oregon.

Aid to dependent children in Arkansas, Colorado, Massachusetts, Nebraska, New Jersey, and Oklahoma.

Aid to the blind in Arkansas, Colorado, District of Columbia, Indiana, Massachusetts, Vermont, and Washington.

May: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Maine, New Mexico, New York, and North Dakota.

Aid to the blind in Maryland and Oregon.

June: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Louisiana and Montana.

³ For dates of approval of State plans, dates from which Federal funds became available, and dates of first payments to recipients from Federal funds, see table 1, p. 12.

⁴ For dates of passage of State unemployment compensation laws, approval by Social Security Board, certification of first Federal grants for administration, and month and year in which benefits first payable, see table 2, p. 13.

Aid to dependent children in Arizona, Louisiana, and New Mexico.

Aid to the blind in Arizona and New Mexico.

Last month of Federal participation in payments for aid to the blind in Connecticut under plan approved February 4, 1936 (see item for July 1938) and in North Carolina under plan approved February 1, 1936 (see item for July 1937).

July: UNEMPLOYMENT BENEFITS first payable under Wisconsin law.⁵

PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Illinois, Pennsylvania, and Texas.

Aid to dependent children in California and Ohio.

Aid to the blind in California, Michigan, New Jersey, and Ohio.

August: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Kentucky.

Aid to dependent children in Delaware and Pennsylvania.

August 17: FIRST UNEMPLOYMENT BENEFIT check from public funds to an unemployed worker in the United States paid in Wisconsin.

September: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Hawaii.

Aid to dependent children in Indiana and Michigan.

October: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Florida and South Dakota.

October 27: INTERDEPARTMENTAL COMMITTEE to Coordinate Health and Welfare Activities formally established by Executive Order No. 7481. Committee is composed of Miss Josephine Roche, formerly Assistant Secretary of the Treasury, chairman, Chairman of Social Security Board, Under Secretary of Agriculture, and Assistant Secretaries of Interior and Labor. (See item for Aug. 15, 1935.)

November: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in West Virginia.

November 16: OLD-AGE INSURANCE—employers' applications for social security identification numbers first distributed.

November 23: CONSTITUTIONALITY of New York unemployment insurance law upheld by United States Supreme Court in 4 to 4 decision. (*W. H. H. Chamberlin, Inc. v. Andrews*, 299 U. S. 515; *E. C. Stearns & Co. v. Andrews*, 299 U. S. 515; *Associated Industries of New York State, Inc. v. Department of Labor of New York*, 299 U. S. 515.)

November 24: OLD-AGE INSURANCE—employees' applications for social security account numbers first distributed.

⁵ For dates of passage of State unemployment compensation laws, approved by Social Security Board, certification of first Federal grants for administration, and month and year in which benefits first payable, see table 2, p. 13.

Year 1936: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$218 million for the year and general relief payments solely from State and local funds to \$439 million:

Program	Payments, 1936 (millions)
Total	\$656
Old-age assistance	155
Aid to dependent children	49
Aid to the blind	13
General relief	439

Payments made under Federal work programs amounted to \$2,578 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$20.4 million.

Payments were made for December, in the continental United States, to 1,106,000 recipients of old-age assistance, 401,000 dependent children in 160,000 families, 45,000 recipients of aid to the blind, and 1,510,000 general relief cases.

A total of 42 jurisdictions, including Hawaii, used Federal funds toward old-age assistance payments for some part of the year; 27 similarly used Federal funds for aid to dependent children; and 26 for aid to the blind. Twenty-four jurisdictions participated under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act for all or part of the year, including Alaska and Hawaii, accounted for 87.4 percent of the total amount of old-age assistance payments, 43.6 percent of the total for aid to dependent children, and 46.6 percent of the total for aid to the blind. For December, 99.7 percent of old-age assistance recipients, 69.8 percent of families receiving aid to dependent children, and 64.1 percent of recipients of aid to the blind were in States using Federal funds toward payments.

UNEMPLOYMENT COMPENSATION laws of 36 jurisdictions covered an estimated total of 17.4 million workers; 24 jurisdictions had received Federal grants for administration of their programs. At the end of the year the unemployment trust fund contained a total of \$65.7 million to the credit of 10 jurisdictions which had deposited amounts collected from employers, and in some States from employees also, as contributions for benefit payments. During the year unemployed workers in Wisconsin had received a total of 17,713 payments amounting to \$131,000.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 5,091,122 placements during the year, 1,509,919 in private employment and 3,581,203 in public employment.

OLD-AGE INSURANCE identification numbers were issued to 2.5 million employers, and 17.2 million account numbers were assigned as a first step in establishing accounts for workers to identify their individual records of wages from employment covered by the program.

RAILROAD RETIREMENT employee annuities paid under the Railroad Retirement Act totaled \$684,000; survivor and death-benefit annuities amounted to \$2,000. As of the

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end of the year, employee annuities were in force for 1,732 individuals and survivor and death-benefit annuities for 10. HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Federal Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service in all jurisdictions; maternal and child-health services in all but 2; services for crippled children in all but 13; child-welfare services in all but 17; vocational rehabilitation in all but 2.

1937

January: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Rhode Island and West Virginia.

Aid to the blind in North Dakota and West Virginia.

January 1: OLD-AGE INSURANCE—workers begin to acquire credits toward old-age benefits on basis of their wages from covered employment. Employers and employees are subject to Federal tax of 1 percent of wages paid in employments covered by title VIII of Social Security Act (subsequently Federal Insurance Contributions Act).

FEDERAL UNEMPLOYMENT TAX payable by employers of eight or more increases to 2 percent of pay rolls, with credit offset for contributions to State unemployment funds.

January 14: CONSTITUTIONALITY of tax under title IX of Social Security Act (subsequently Federal Unemployment Tax Act) upheld by United States District Court in Alabama.

February: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Oklahoma.

February 22: OLD-AGE INSURANCE—Senate Finance Committee, acting on Concurrent Resolution No. 4, authorizes study to determine whether reserve basis for old-age insurance can be abandoned and recommends establishment of advisory council to study problem and report to Senate Finance Committee and Social Security Board. (See item for May 10, 1937.)

February 27: CARRIERS TAXING ACT (Public, No. 400, 75th Cong., 1st sess.) providing for income taxes on railroad employees and employee representatives and for excise tax on carriers (see item for Aug. 29, 1935), extended to June 30, 1938, by Public Res. No. 9, 75th Cong., 1st sess.

April: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Montana.

Aid to the blind in Alabama.

May: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in New York.

Aid to the blind in New York.

May 10: OLD-AGE INSURANCE—Advisory Council on Social Security announced by Chairman of Senate Finance

Committee and Chairman of Social Security Board. Council is composed of 6 representatives of employees, 6 of employers, and 14 of general public. Council is specifically charged with studying size, character, and disposition of reserves in old-age reserve account and advisability of paying monthly benefits under old-age insurance program earlier than January 1, 1942, increasing monthly benefits for those retiring in early years, extending benefits to persons who become incapacitated prior to age 65, extending benefits to survivors of insured persons, increasing insurance contributions less rapidly, and extending benefits to groups now excluded.

May 24: CONSTITUTIONALITY of insurance provisions of Social Security Act upheld by United States Supreme Court (*Constitutionality of the Social Security Act. Opinions of the Supreme Court of the United States Together With the Separate and Dissenting Opinions in the Cases Involving the Constitutionality of the Social Security Act*, S. Doc. 74, 75th Cong., 1st sess.).

June: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Hawaii and Oregon.

June 24: RAILROAD RETIREMENT ACT OF 1937 (Public, No. 162, 75th Cong., 1st sess.), approved by the President, amends portions of Railroad Retirement Act of 1935, provides retirement annuities payable at age 65 or at age 60 after 30 years of service, annuities for permanent and total disability payable after 30 years of service regardless of age or at age 60 regardless of length of service, lump-sum payments to survivors of insured persons, and survivors benefits based on employee's joint and survivor election. Act specifically provides for transfer of private pensioners to Federal system.

June 29: CARRIERS TAXING ACT OF 1937 (Public, No. 174, 75th Cong., 1st sess.) approved by the President, repeals act of August 29, 1935 (Public, No. 400, 74th Cong., 1st sess.) (see items for Aug. 29, 1935, and Feb. 27, 1937) and substitutes revised rates of taxes based on compensation paid to or earned by employees and employee representatives. Tax schedules for employees and carriers begin at 2½ percent of compensation up to \$300 a month and increase one-fourth of 1 percent each year until January 1, 1949.

June 30: UNEMPLOYMENT COMPENSATION legislation becomes Nation-wide in scope with passage of unemployment compensation law by Illinois.

July: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Alaska, Arizona, Georgia, North Carolina, and Tennessee.

Aid to dependent children in Georgia, North Carolina, and Tennessee.

Aid to the blind in Georgia, Louisiana, Minnesota, North Carolina (new plan), and Tennessee.

August: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Kansas, Nevada, and South Carolina.

Aid to dependent children in Kansas and South Carolina.

Aid to the blind in South Carolina.

Last month of Federal participation in payments for old-age assistance in Maine under plan approved December 31, 1935. (See item for December 1937.)

August 3: EMPLOYMENT SERVICE expansion to meet needs of unemployment compensation program furthered by first grant under Social Security Act to a State (West Virginia) for this purpose.

August 24: UNEMPLOYMENT COMPENSATION—appropriation authorized (Public, No. 353, 75th Cong., 1st sess.) to pay into unemployment trust funds of 15 jurisdictions amounts representing credit offset to which employers would have been entitled if these jurisdictions had had unemployment compensation laws approved by Social Security Board on December 31, 1936.

September: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Minnesota.

Aid to the blind in Kansas.

October: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in North Dakota.

November: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Hawaii and Iowa.

November 5-6: OLD-AGE INSURANCE—Advisory Council on Social Security convenes and appoints interim committee to discuss its activities with Senate Special Committee on Social Security and with Social Security Board.

December: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Maine (new plan).

Last month for which Federal funds used for aid to the blind in Pennsylvania under plan approved December 31, 1935.

December 16: TECHNICAL AMENDMENTS to Social Security Act recommended by the President. Amendments are designed to: pay death claims directly to wife or dependent children and save expense of probating estates; change "wages payable" in unemployment compensation to "wages paid" as in old-age insurance; enable "experience rating" to work by making technical changes; permit earlier payment of unemployment compensation in States that passed their laws late; credit services performed after age 65 and thereby make it possible for many persons already in upper age brackets to qualify upon retirement for monthly old-age annuities instead of receiving small lump-sum payments; extend coverage to seamen, employees of national banks, employees of State banks that are members of the Federal Reserve System, employees of institutions that are members of the Federal Home Loan Bank System, and the like.

Year 1937: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$398 million for the year and

general relief payments solely from State and local funds to \$407 million:

Program	Payments, 1937 (millions)
Total	\$804
Old-age assistance	310
Aid to dependent children	71
Aid to the blind	16
General relief	407

Payments made under Federal work programs amounted to \$2,028 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$35.9 million.

Payments were made for December to 1,577,000 recipients of old-age assistance, 565,000 dependent children in 228,000 families, 56,000 recipients of aid to the blind, and 1,626,000 general relief cases.

A total of 50 jurisdictions used Federal funds for old-age assistance payments for all or some part of the year; 39 were similarly using funds for aid to dependent children; and 37 for aid to the blind. Thirty-six jurisdictions were participating under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act for all or part of the year accounted for 99.9 percent of the total amount of old-age assistance payments, 85.9 percent of the total for aid to dependent children, and 67.9 percent of the total for aid to the blind. For December, all old-age assistance recipients, 92.6 percent of the families receiving aid to dependent children, and 78.0 percent of the recipients of aid to the blind were in States using Federal funds for payments.

UNEMPLOYMENT COMPENSATION laws of all 51 jurisdictions covered an estimated total of 21 million workers. All jurisdictions received Federal grants for administration of their programs, and 25 received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of \$640.2 million to the credit of all 48 jurisdictions which deposited amounts collected from employers, and in some States from employees also, as contributions for benefit payments. During the year unemployed workers in Wisconsin had received a total of 308,156 payments amounting to \$2.1 million.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 3,640,934 placements during the year, 2,352,665 in private employment and 1,288,269 in public employment.

OLD-AGE INSURANCE lump-sum payments to 27,406 qualified individuals who attained age 65 amounted to a total of \$650,661.49, or an average of \$23.74; 25,831 lump-sum death payments amounted to \$626,854.79, or an average of \$24.27. Identification numbers were issued to 3.1 million employers, and a cumulative total of more than 36.7 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 32.0 million workers received a total of \$29.3 billion in wages from covered employment in 1937.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$40,001,000; survivor and death-benefit annuities amounted to \$444,000. As of the end of the year, employee annuities and pensions were in force for 85,701 individuals and survivor and death annuities for 931.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service and maternal and child-health services in all jurisdictions; services for crippled children in all but 6; child-welfare services in all but 6; and vocational rehabilitation in all but 2.

1938

January: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

- Aid to dependent children in Missouri.
- Aid to the blind in Florida.

UNEMPLOYMENT BENEFITS first payable in 22 jurisdictions—Alabama, Arizona, California, Connecticut, District of Columbia, Louisiana, Maine, Maryland, Massachusetts, Minnesota, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, and West Virginia.

January 1: FEDERAL UNEMPLOYMENT TAX payable by employers of 8 or more increases to 3 percent of pay rolls with credit offset for contributions to State unemployment funds.

February: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

- Aid to the blind in South Dakota.

March 2: PUBLIC ASSISTANCE grants to Oklahoma suspended by Social Security Board on ground that administration of State programs fails to comply with requirements of Social Security Act and Oklahoma law. Action taken after Social Security Board investigated operation of State programs and heard evidence presented by State and Federal officials. (See item for May 27, 1938.)

April: UNEMPLOYMENT BENEFITS first payable in Indiana and Mississippi.

April 1: RAILROAD UNEMPLOYMENT INSURANCE bill (S. 3772 and H. R. 10127) introduced in Senate and House of Representatives. (See item for June 25, 1938.)

April 20: SPECIAL SENATE COMMITTEE to Investigate Unemployment and Relief recommends transfer of United States Employment Service from Department of Labor to Social Security Board "in the interests of efficiency and economy" (S. Rept. 1625, 75th Cong., 3d sess.).

April 28: LIBERALIZATION AND EXTENSION of old-age insurance system recommended by the President in letter to Chairman of Social Security Board asking Board to "give consideration to the feasibility of extending its coverage, commencing the payment of old-age insurance annuities at an earlier date than January 1,

1942, paying larger benefits than now provided in the act for those retiring during the earlier years of the system, providing benefits for aged wives and widows, and providing benefits for young children of insured persons dying before reaching retirement age."

April 29: EXTENSION OF OLD-AGE INSURANCE program urged by Advisory Council on Social Security to cover "services performed by employees of private nonprofit religious, charitable, and educational institutions now excluded. . . ."

April 30: ADVISORY COUNCIL ON SOCIAL SECURITY issues statement that its members are unanimously of opinion that ". . . no reduction in the current tax rates under title VIII of the Social Security Act should be made at this time."

May: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

- Aid to the blind in Montana.

May 27: PUBLIC ASSISTANCE grants to Oklahoma resumed, effective as of April 1, after Oklahoma Welfare Commission had been "actively engaged in the process of correcting and reforming its administration." Finding that administration of State's plans had been brought "into substantial conformity with the requirements . . . of the Social Security Act" and had been operated "in substantial compliance with these requirements since April 1, 1938," Board authorized resumption of certifications, with respect to the State of Oklahoma, to Secretary of the Treasury as of April 1, 1938.

June 25: RAILROAD UNEMPLOYMENT INSURANCE ACT (H. R. 10127, Public, No. 722, 75th Cong., 2d sess.) approved by the President, to be administered by Railroad Retirement Board. Effective July 1, 1939, State unemployment compensation agencies are to transfer to Railroad Retirement Board benefit rights and contributions for workers covered by this act.

June 29: WAGNER-PEYSER ACT amended (Public, No. 782, 75th Cong., 3d sess.) to specify that the annual Federal appropriation thereunder designate the amount to be apportioned among the several States. This act (Public, No. 30, 73d Cong., 1st sess., approved June 6, 1933) provides "for the establishment of a national employment system and for cooperation with the States in the promotion of such system."

July: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

- Aid to the blind in Connecticut (new plan).

UNEMPLOYMENT BENEFITS first payable in Iowa, Michigan, and South Carolina.

July 18-20: NATIONAL HEALTH PROGRAM proposed to National Health Conference, called at suggestion of the President by Interdepartmental Committee. It recommends methods to cope with problems of insecurity due to ill health in four broad areas. (*A National Health Program: A Summary*. Interdepartmental Committee to Coordinate Health and Welfare Activities.) Subcommittee (Technical Committee on Medical Care) composed of staff members of Children's Bureau, United States Public Health Service, and Social Security Board recommends, in

summary: expansion of Federal cooperation in State programs for public-health and maternal and child-health services under provisions of Social Security Act; expansion of hospital facilities; provisions for public medical care of medically needy; consideration of comprehensive program of general medical care for entire population, supported by general taxation or insurance payments or combination of both methods; Federal action toward development of insurance against wage loss during temporary and permanent disability.

September: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Virginia, marking operation of Federal-State old-age assistance program in all 51 jurisdictions.

Aid to dependent children in Florida and Virginia.
Aid to the blind in Virginia.

UNEMPLOYMENT BENEFITS first payable in Idaho.

September 29: PUBLIC ASSISTANCE grants to Ohio for old-age assistance discontinued by Social Security Board on ground that State's administration of program is not in conformity with requirements of Social Security Act. (See item for Nov. 30, 1938.)

November: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Mississippi (new plan).

November 8: UNEMPLOYMENT COMPENSATION—Oregon adopts initiative measure narrowly defining term "labor dispute" for purposes of all State statutes, thereby raising serious questions of conformity with title IX of Social Security Act, which specifies that a State may not be certified by Social Security Board for tax-credit purposes if benefits are denied an individual who refuses to accept a position vacant by reason of a labor dispute. (See items for Dec. 19, 1938, and Jan. 28, 1939.)

November 30: PUBLIC ASSISTANCE grants to Ohio for old-age assistance resumed, retroactive to November 1, 1938, on evidence that State operation of program had been brought into conformity with requirements of Social Security Act.

December: UNEMPLOYMENT BENEFITS first payable in New Mexico and Oklahoma.

December 10: OLD-AGE INSURANCE changes recommended by Advisory Council on Social Security in its final report include payment of monthly benefits in 1940, in amounts increased for workers retiring during early years, and provision of supplementary benefits to aged wives and widows and to dependent children of insured workers who die; eventual payment of benefits to insured persons who become permanently and totally disabled and to their dependents; immediate coverage of employees of private nonprofit religious, charitable, and educational institutions; coverage of farm and domestic employees by January 1, 1940, if possible; study of problems involved in coverage of self-employed persons and government employees; financial participation by Federal Government by means of revenues derived from sources other than pay-roll taxes; automatic crediting of tax receipts

under title VIII, with deduction for costs of collection, to an old-age insurance trust fund, with designated trustees, to be used exclusively for payment of benefits under the program and, in limited part, for costs necessary to administration of the program; postponement of consideration of changes in title-VIII tax schedule until after rate of 1½ percent each on employer and employee is in effect (S. Doc. 4, 76th Cong., 1st sess.).

December 19: UNEMPLOYMENT COMPENSATION—Social Security Board holds hearing to determine whether or not State of Oregon has so changed its law that it no longer conforms to Federal standard (see items for Nov. 8, 1938, and Jan. 28, 1939).

Year 1938: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$509 million for the year and general relief payments solely from State and local funds to \$476 million:

Program	Payments, 1938 (millions)
Total	\$984
Old-age assistance	392
Aid to dependent children	97
Aid to the blind	19
General relief	476

Payments made under Federal work programs amounted to \$2,479 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$22.6 million.

Payments were made for December to 1,776,000 recipients of old-age assistance, 684,000 dependent children in 280,000 families, 67,000 recipients of aid to the blind, and 1,631,000 general relief cases.

A total of 51 jurisdictions used Federal funds for old-age assistance payments for all or some part of the year; 42 similarly used Federal funds for aid to dependent children; and 42 for aid to the blind. Thirty-eight jurisdictions participated under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act accounted for 99.3 percent of all old-age assistance payments, 95.5 percent of the total amount for aid to dependent children, and 57.2 percent of the total for aid to the blind. For December, all old-age assistance recipients, 94.9 percent of the families receiving aid to dependent children, and 64.4 percent of the recipients of aid to the blind were in States using Federal funds toward payments.

UNEMPLOYMENT COMPENSATION laws of 51 jurisdictions covered an estimated total of 28 million workers. All jurisdictions received Federal grants for administration of their programs, and 49 received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of nearly \$1.1 billion to the credit of all jurisdictions. During the year approximately 3.8 million unemployed workers in 31 jurisdictions received a net total of nearly \$394 million in benefits.

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PUBLIC EMPLOYMENT SERVICES in 51 jurisdictions operating under the Wagner-Peyser Act made 2,701,178 placements during the year, 1,885,409 in private employment and 815,769 in public employment.

OLD-AGE INSURANCE lump-sum payments to 91,819 qualified individuals who attained age 65 amounted to a total of \$4,705,634.46, or an average of \$51.25; 121,850 lump-sum death payments amounted to \$5,772,125.24, or an average of \$47.37. A cumulative net total of 42.6 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 31.2 million workers received a total of \$26.2 billion in wages from covered employment in 1938.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$96,749,000; survivor and death-benefit annuities amounted to \$1,401,000; lump-sum death payments totaled \$290,000. As of the end of the year, employee annuities and pensions were in force for 121,555 individuals and survivor and death-benefit annuities for 2,075.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service and maternal and child-health services in all jurisdictions; services for crippled children in all but 1; child-welfare services in all but 1; and vocational rehabilitation in all but 2.

1939

January: UNEMPLOYMENT BENEFITS first payable in 18 additional jurisdictions—Alaska, Arkansas, Colorado, Delaware, Florida, Georgia, Hawaii, Kansas, Kentucky, Missouri, Nebraska, Nevada, New Jersey, North Dakota, Ohio, South Dakota, Washington, and Wyoming.

January 14: AMENDMENTS to Social Security Act recommended in report of Special Senate Committee to Investigate Unemployment and Relief (S. Rept. 2, Pts. 1, 2, and 3, 76th Cong., 1st sess.) include payment of old-age insurance benefits in 1940; merit-system basis for selection of State personnel as requisite for Federal grants to States for public assistance and for unemployment compensation administration; reorganization and unification of all agencies dealing with unemployment compensation and employment services at State and Federal levels; requirement that Federal grants to States for unemployment compensation administration be made conditional upon minimum State benefits to be specified in Federal act; increase in proportion of Federal grants for public assistance to States in which average per capita income is less than average for United States and minimum payments to recipients of public assistance amounting to \$15 a month for aged and blind and \$20 for family with dependent children.

January 16: AMENDMENTS to Social Security Act, proposed by Social Security Board, transmitted to Congress by the President with his message on social security (*Proposed Changes in the Social Security Act. A Report of the Social Security Board to the President and to the Congress of the United States*. January 1939). Board's report recommends payment of old-age insurance benefits in 1940; increased benefits for workers who retire in early years of system through use of average-wage formula for computation of benefits; inclusion of employment after age 65; supplementary benefits for aged wives of insured workers; benefits for widows and orphans of insured workers; extension of coverage to agricultural and domestic workers "with a reasonable time allowed before the effective date"; extension of coverage to maritime employment, to employees of nonprofit organizations, to employees of certain instrumentalities of the United States and of State instrumentalities not wholly owned by the State, and to persons such as insurance, real estate, and traveling salesmen who for all practical purposes are employees but whose legal status may not be that of employees; financial participation in old-age insurance program by Federal Government through taxes other than pay-roll taxes; extension of unemployment compensation coverage to substantially same groups recommended for coverage under old-age insurance and to workers in firms employing 1 or more; unemployment compensation act for seamen; merit systems for State unemployment compensation and public assistance personnel; unification of Federal activities relating to unemployment compensation and employment service; Federal grants to reimburse States for 50 percent of costs of administering old-age assistance and aid to the blind; 50-percent matching basis for grants to States for aid to dependent children; variable Federal grants to States for public assistance; and establishment of National Health Program.

January 23: HEALTH SECURITY message of the President transmits to Congress report and recommendations of Interdepartmental Committee to Coordinate Health and Welfare Activities (H. Doc. 120, 76th Cong., 1st sess.). Committee's report recommends use of Federal grants to expand and strengthen general State services for public health and for maternal and child health, to develop hospital facilities where they are inadequate or lacking, and to develop State programs of medical care; and development of social insurance to effect partial replacement of wage loss during temporary or permanent disability.

January 28: UNEMPLOYMENT COMPENSATION—Social Security Board authorizes certification of Oregon to Secretary of the Treasury for unemployment tax-credit purposes after considering testimony presented at hearings held December 19, 1938, and studying amendment passed by special session of State legislature. This amendment specifies that labor-standards provisions of State unemployment compensation law shall be accorded same meaning as corresponding provisions of title IX of Social Security Act. (See items for Nov. 8 and Dec. 19, 1938.)

February 1-April 7: SOCIAL SECURITY ACT AMENDMENTS—public hearings conducted by Committee on Ways and Means of House of Representatives (*Social Security; Hearings Relative to the Social Security Amendments of 1939 Before the Committee on Ways and Means, House of Representatives, 1939*, 76th Cong., 1st sess.).

February 10: TAX TITLES (VIII and IX except sec. 904) of Social Security Act repealed and reenacted as ch. 9, subchs. A and C (subsequently designated as Federal Insurance Contributions Act and Federal Unemployment Tax Act) of Internal Revenue Code (Public, No. 1, 76th Cong., 1st sess.).

April 4: UNEMPLOYMENT COMPENSATION AMENDMENT to section 301 of Social Security Act, to authorize annual appropriation of \$80 million for grants to States for unemployment compensation administration, provided in bill (H. R. 5482, 76th Cong., 1st sess.) introduced in House of Representatives.

April 19: UNEMPLOYMENT COMPENSATION AMENDMENT to section 301 of Social Security Act (H. R. 5482, 76th Cong., 1st sess.) authorizing annual appropriation of \$80 million for grants to States for unemployment compensation administration, approved by the President (Public, No. 36, 76th Cong., 1st sess.).

April 25: PRESIDENT'S REORGANIZATION PLAN No. 1 transmitted to Congress (H. Doc. 262, 76th Cong., 1st sess.). Part 2 of this plan transfers United States Employment Service and its functions from Department of Labor, consolidates employment service and its functions with unemployment compensation functions of Social Security Board, and integrates Social Security Board, Civilian Conservation Corps, Public Health Service, Office of Education, and National Youth Administration in Federal Security Agency.

April 27: NATIONAL HEALTH BILL (S. 1620, 76th Cong., 1st sess.) introduced February 29, 1939, is subject of public hearings held by subcommittee of Senate Committee on Education and Labor (*To Establish a National Health Program; Hearings Before a Subcommittee of the Committee on Education and Labor, United States Senate*, 76th Cong., 1st sess.).

June 10: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635, 76th Cong., 1st sess.) passed by House of Representatives with minor amendments. Bill was reported out of Committee on Ways and Means on June 2 (H. Rept. 728, 76th Cong., 1st sess.).

June 12-27: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635)—public hearings conducted by Senate Committee on Finance (*Social Security Act Amendments; Hearings Before the Committee on Finance, United States Senate, on H. R. 6635*, 76th Cong., 1st sess.).

July: UNEMPLOYMENT COMPENSATION laws in full operation throughout United States, Alaska, and Hawaii, with benefits first payable in Illinois and Montana.

PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Rhode Island.

July 1: FEDERAL SECURITY AGENCY established in accordance with the President's Reorganization Plan No. 1

(effective under Public Res. 20, 76th Cong., 1st sess., approved June 7, 1939), integrating Social Security Board (to which is transferred United States Employment Service from Department of Labor), Public Health Service, Civilian Conservation Corps, National Youth Administration, and Office of Education in one administrative unit.

July 1: UNEMPLOYMENT BENEFITS first payable under Railroad Unemployment Insurance Act (Public, No. 722, 75th Cong., approved June 25, 1938). Unemployment benefit rights of railroad workers transferred from State agencies to Railroad Retirement Board.

July 12: APPOINTMENT of Paul V. McNutt as Federal Security Administrator confirmed by Senate.

July 13: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H.R. 6635, 76th Cong., 1st sess.) approved by Senate with amendments. Bill was reported out by Finance Committee on July 7 (S. Rept. 734, 76th Cong., 1st sess.).

July 27: UNEMPLOYMENT BENEFITS suspended in South Dakota as State employment service offices close because of failure of State legislature to appropriate necessary amount of State funds for their operation. (See item for Sept. 27, 1939.)

August 5: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635) accepted by Senate after amendments in disagreement had been reconciled in conference and accepted by House of Representatives on August 4 (H. Rept. 1461, 76th Cong., 1st sess.).

August 10: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635, Public, No. 379, 76th Cong., 1st sess.) approved by the President. Major changes include:

OLD-AGE INSURANCE—program broadened to include survivors insurance and payment of monthly benefits advanced to 1940. Monthly benefits provided for aged wives and young children of beneficiaries under program, and to widows, children, and, in certain instances, parents of deceased insured workers. Benefit formula based on average wages as defined, increasing benefits to workers who retire in early years of system. Beginning with 1939, wages received from covered employment after age 65 taxable and counted toward benefits. Lump-sum payments to workers at age 65 discontinued effective August 10, 1939. Coverage extended to certain maritime employment and employment by certain government instrumentalities; exclusion broadened for certain other types of employment, notably those related to agriculture. Old-age and survivors insurance trust fund established, as of January 1, 1940, with board of trustees, comprising Secretary of the Treasury, managing trustee, Secretary of Labor, and Chairman of Social Security Board. Assets of old-age reserve account transferred as of January 1, 1940, to trust fund, to which are appropriated, beginning with fiscal year 1940-41, amounts equivalent to receipts under Federal Insurance Contributions Act. Contribution rate for employers and employees maintained at 1 percent each until 1943, when rate becomes 2 percent.

Table I.—States with public assistance plans approved by the Social Security Board as of Dec. 31, 1939, with date of approval, date from which Federal funds available, and month Federal funds first used for assistance payments to recipients

State	Old-age assistance			Aid to dependent children			Aid to the blind		
	Approved	Federal funds available from—	Federal funds first used for assistance payments for—	Approved	Federal funds available from—	Federal funds first used for assistance payments for—	Approved	Federal funds available from—	Federal funds first used for assistance payments for—
Total approved as of Dec. 31, 1939.¹									
Alabama.....	51	Dec. 31, 1935	Feb. 1, 1936	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Feb. 1, 1936	Mar. 30, 1937	Apr. 1, 1937
Alaska.....		June 29, 1937	July 1, 1937	July 1, 1937	June 1936	July 1, 1936	Aug. 1, 1936	Sept. 1, 1936	Oct. 1, 1937
Aleutians.....		June 5, 1937	June 1, 1937	do.	Dec. 31, 1935	Feb. 1, 1936	Feb. 1, 1936	Feb. 1, 1936	June 1936
Arizona.....		Mar. 1, 1936	Mar. 1, 1936	do.	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	April 1936
California.....		May 6, 1936	Apr. 1, 1936	April 1936	June 24, 1936	July 1, 1936	July 1, 1936	June 29, 1936	July 1, 1936
Colorado.....		Feb. 4, 1936	do.	do.	May 4, 1936	Apr. 1, 1936	May 4, 1936	Feb. 4, 1936	February 1936 ²
Connecticut.....		Dec. 31, 1935	Feb. 1, 1936	March 1936	July 29, 1936	Aug. 1, 1936	Aug. 1, 1936	Dec. 31, 1935	April 1936
Delaware.....		do.	do.	do.	Dec. 31, 1935	Aug. 1, 1936	Aug. 1, 1936	Dec. 15, 1935	April 1936
District of Columbia.....		Oct. 13, 1936	Oct. 13, 1936	October 1936	Aug. 1, 1936	Aug. 1, 1936	Aug. 1, 1936	Aug. 1, 1936	April 1936
Florida.....		July 29, 1937	July 1, 1937	July 1, 1937	June 20, 1937	July 1, 1937	July 1, 1937	June 29, 1937	July 1, 1937
Georgia.....		Aug. 7, 1936	Sept. 1, 1936	September 1936	Aug. 24, 1937	Sept. 1, 1937	Sept. 1, 1937	Aug. 1, 1937	January 1938
Hawaii.....		July 1, 1936	do.	do.	June 19, 1936	July 1, 1936	July 1, 1936	June 19, 1936	July 1, 1937
Idaho.....		Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 1, 1936	Feb. 1, 1936	Feb. 1, 1936	Dec. 31, 1935	February 1936
Illinois.....		July 1, 1936	July 1, 1936	July 1, 1936	July 1, 1936	Aug. 1, 1936	Aug. 1, 1936	Aug. 1, 1936	April 1936
Indiana.....		April 1, 1936	Apr. 1, 1936	April 1936	Aug. 1, 1936	Sept. 1, 1936	Sept. 1, 1936	Sept. 1, 1936	April 1936
Iowa.....		do.	do.	do.	Sept. 1, 1935	Sept. 1, 1936	Sept. 1, 1936	Sept. 1, 1936	November 1937
Kansas.....		do.	do.	do.	do.	do.	do.	Aug. 1, 1937	September 1937
Kentucky.....		July 29, 1937	July 1, 1937	August 1937	Aug. 1, 1937	Aug. 1, 1937	Aug. 1, 1937	Aug. 1, 1937	September 1937
Louisiana.....		Aug. 7, 1936	do.	do.	Aug. 1, 1936	Sept. 1, 1936	Sept. 1, 1936	Aug. 1, 1936	September 1936
Maine.....		do.	do.	do.	do.	do.	do.	do.	do.
Maryland.....		Mar. 1, 1936	do.	do.	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	April 1936
Massachusetts.....		do.	do.	do.	do.	do.	do.	do.	do.
Michigan.....		Dec. 20, 1935	Mar. 1, 1936	March 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	April 1936
Minnesota.....		Mar. 30, 1936	Mar. 1, 1936	March 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	April 1936
Mississippi.....		Dec. 21, 1935	Mar. 1, 1936	February 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	Mar. 1, 1936	April 1936
Missouri.....		do.	do.	do.	do.	do.	do.	do.	do.
Montana.....		do.	do.	do.	do.	do.	do.	do.	do.
Nebraska.....		do.	do.	do.	do.	do.	do.	do.	do.
Nevada.....		July 1, 1937	Aug. 1, 1937	August 1937	Aug. 1, 1937	Sept. 1, 1937	Sept. 1, 1937	Sept. 1, 1937	October 1937
New Hampshire.....		do.	do.	do.	do.	do.	do.	do.	do.
New Jersey.....		do.	do.	do.	do.	do.	do.	do.	do.
New Mexico.....		do.	do.	do.	do.	do.	do.	do.	do.
New York.....		do.	do.	do.	do.	do.	do.	do.	do.
North Carolina.....		June 22, 1937	July 1, 1937	July 1, 1937	June 22, 1937	July 1, 1937	July 1, 1937	July 1, 1937	July 1, 1937
North Dakota.....		do.	do.	do.	do.	do.	do.	do.	do.
Tennessee.....		do.	do.	do.	do.	do.	do.	do.	do.
Texas.....		do.	do.	do.	do.	do.	do.	do.	do.
Utah.....		do.	do.	do.	do.	do.	do.	do.	do.
Pennsylvania.....		do.	do.	do.	do.	do.	do.	do.	do.
Bahamas.....		do.	do.	do.	do.	do.	do.	do.	do.
Barbados.....		do.	do.	do.	do.	do.	do.	do.	do.
British Guiana.....		do.	do.	do.	do.	do.	do.	do.	do.
Costa Rica.....		do.	do.	do.	do.	do.	do.	do.	do.
Cuba.....		do.	do.	do.	do.	do.	do.	do.	do.
El Salvador.....		do.	do.	do.	do.	do.	do.	do.	do.
Grenada.....		do.	do.	do.	do.	do.	do.	do.	do.
Honduras.....		do.	do.	do.	do.	do.	do.	do.	do.
Jamaica.....		do.	do.	do.	do.	do.	do.	do.	do.
Mexico.....		do.	do.	do.	do.	do.	do.	do.	do.
Nicaragua.....		do.	do.	do.	do.	do.	do.	do.	do.
Panama.....		do.	do.	do.	do.	do.	do.	do.	do.
Peru.....		do.	do.	do.	do.	do.	do.	do.	do.
Uruguay.....		do.	do.	do.	do.	do.	do.	do.	do.
Venezuela.....		do.	do.	do.	do.	do.	do.	do.	do.
Yugoslavia.....		do.	do.	do.	do.	do.	do.	do.	do.
Total approved as of Dec. 31, 1939.¹									

¹ Unless otherwise indicated, no lapse in availability of Federal funds for assistance payments for February through June 1936. No Federal funds available and used for assistance payments under new plan for July 1937; Federal funds available from July 1, 1937, and first used for assistance payments for October 1938.

No Federal funds available and used for assistance payments made by State or August 1938. New Federal funds available and used for assistance payments made Oct. 5, 1936; no payments granted for August and September 1936.

Revised plan approved Nov. 2, 1936; Federal funds not granted for August and September 1936.

Revised plan approved July 1, 1938; Federal funds available and used for assistance payments under revised plan for October 1936.

Federal funds first used for assistance payments under revised plan for December 1937.

Plan approved Aug. 31, 1937; revised plan approved Dec. 7, 1937; Federal funds available from Dec. 1, 1937, and first used for assistance payments under new plan for January 1937.

Plan approved Dec. 27, 1935; expired Mar. 31, 1936; Federal funds available from Jan. 1 to Mar. 31, 1936, and used for assistance payments for February and March 1936.

Plan expired Mar. 31, 1936; new plan approved Oct. 18, 1938; Federal funds available from Nov. 1, 1938, and first used for assistance payments under new plan for November 1938.

² Plan withdrawn June 30, 1938; new plan approved June 22, 1937; Federal funds available from July 1, 1937.

No Federal funds available for October 1938.

Revised plan approved Nov. 2, 1936; Federal funds not granted for August and September 1936.

Revised plan approved July 1, 1938; Federal funds available and used for assistance payments under revised plan for October 1936.

Federal funds available and used for assistance payments under revised plan for December 1937.

Plan approved Dec. 31, 1935; expired Dec. 31, 1937; Federal funds available from January 1, 1938, and first used for assistance payments from July 1, 1939, and first used for assistance payments for November 1939.

UNEMPLOYMENT COMPENSATION—effective January 1, 1939, Federal unemployment tax on "wages paid" rather than "wages payable"; beginning with 1940, this tax applicable only to first \$3,000 in wages from an employer; definition of covered employment, except for maritime employment, conformed in general to that for old-age and survivors insurance; effective January 1, 1940, State personnel merit system prerequisite for Social Security Board's approval of State unemployment compensation law.

PUBLIC ASSISTANCE—Federal participation authorized in aid to dependent children from age 16 to 18 when child attends school regularly. Effective Jan-

uary 1, 1940, Federal participation in payments for aid to dependent children increased to one-half amounts expended under State plan within limits specified in act; Federal reimbursement authorized for one-half State expenditures for administration of aid to the blind; maximum for individual payments in which Federal matching funds may be used increased to \$40 a month for aid to the blind and old-age assistance; State personnel merit systems prerequisite for Social Security Board's approval of State public-assistance plans.

HEALTH AND WELFARE programs under the act—amended by increase in annual authorization of

Table 2.—Dates of passage of State unemployment compensation laws, of approval of laws by the Social Security Board, of first Federal grants, and month and year in which benefits first payable

State	Date law passed	Date law approved under title IX ¹	Date first grant certified under title III ²	Month and year in which benefits first payable
Alabama	Sept. 14, 1935	Dec. 31, 1935	Mar. 21, 1936	January 1938.
Alaska	Apr. 2, 1937	May 4, 1937	June 15, 1937	January 1939.
Arizona	Dec. 2, 1936	Dec. 22, 1936	Mar. 2, 1937	January 1938.
Arkansas	Feb. 26, 1937	Mar. 9, 1937	Mar. 12, 1937	January 1939.
California	June 25, 1935	Dec. 27, 1935	Mar. 12, 1936	January 1938.
Colorado	Nov. 30, 1936	Nov. 27, 1936	Dec. 29, 1936	January 1939.
Connecticut	Nov. 30, 1936	Dec. 8, 1936	Dec. 31, 1936	January 1938.
Delaware	Apr. 30, 1937	June 5, 1937	June 29, 1937	January 1939.
District of Columbia	Aug. 28, 1935	Nov. 15, 1935	Mar. 12, 1936	January 1938.
Florida	June 9, 1937	June 24, 1937	July 29, 1937	January 1939.
Georgia	Mar. 29, 1937	Apr. 2, 1937	Apr. 26, 1937	Do.
Hawaii	May 18, 1937	June 10, 1937	Aug. 6, 1937	Do.
Idaho	Aug. 6, 1936	Sept. 1, 1936	Sept. 23, 1936	September 1938.
Illinois	June 30, 1937	July 16, 1937	Aug. 13, 1937	July 1939.
Indiana	Mar. 18, 1936	Apr. 18, 1936	June 5, 1936	April 1938.
Iowa	Dec. 24, 1936	Dec. 29, 1936	Feb. 18, 1937	July 1938.
Kansas	Mar. 26, 1937	Apr. 6, 1937	Apr. 26, 1937	January 1939.
Kentucky	Dec. 29, 1936	Dec. 31, 1936	Jan. 5, 1937	Do.
Louisiana	June 29, 1936	Nov. 20, 1936	Nov. 27, 1936	January 1938.
Maine	Dec. 18, 1936	Dec. 24, 1936	Dec. 31, 1936	Do.
Maryland	Dec. 17, 1936	Dec. 22, 1936	Jan. 26, 1937	Do.
Massachusetts	Aug. 12, 1935	Feb. 4, 1936	Mar. 21, 1936	Do.
Michigan	Dec. 24, 1936	Dec. 29, 1936	Jan. 22, 1937	July 1938.
Minnesota	do	do	Jan. 5, 1937	January 1939.
Mississippi	Mar. 23, 1936	May 20, 1936	June 16, 1936	April 1938.
Missouri	June 17, 1937	July 13, 1937	Aug. 6, 1937	January 1939.
Montana	Mar. 16, 1937	Mar. 30, 1937	May 18, 1937	July 1939.
Nebraska	Apr. 30, 1937	May 18, 1937	May 26, 1937	January 1939.
Nevada	Mar. 23, 1937	Apr. 9, 1937	May 4, 1937	Do.
New Hampshire	May 29, 1935	Dec. 13, 1935	Mar. 5, 1936	January 1938.
New Jersey	Dec. 22, 1936	Dec. 24, 1936	Jan. 19, 1937	January 1939.
New Mexico	Dec. 16, 1936	Dec. 19, 1936	Dec. 24, 1936	December 1938.
New York	Apr. 25, 1935	Jan. 24, 1936	Mar. 10, 1936	January 1938.
North Carolina	Dec. 16, 1936	Dec. 19, 1936	Dec. 31, 1936	Do.
North Dakota	Mar. 16, 1937	Apr. 16, 1937	Apr. 27, 1937	January 1939.
Ohio	Dec. 17, 1936	Dec. 22, 1936	Jan. 19, 1937	Do.
Oklahoma	Dec. 12, 1936	Dec. 19, 1936	Dec. 31, 1936	December 1938.
Oregon	Nov. 15, 1935	Dec. 23, 1935	Apr. 8, 1936	January 1938.
Pennsylvania	Dec. 5, 1936	Dec. 8, 1936	Dec. 24, 1936	Do.
Rhode Island	May 5, 1936	June 8, 1936	June 16, 1936	Do.
South Carolina	June 6, 1936	July 22, 1936	Aug. 18, 1936	July 1938.
South Dakota	Dec. 24, 1936	Dec. 29, 1936	Jan. 8, 1937	January 1939.
Tennessee	Dec. 18, 1936	Dec. 22, 1936	Jan. 29, 1937	January 1938.
Texas	Oct. 27, 1936	Nov. 5, 1936	Nov. 27, 1936	Do.
Utah ³	Aug. 29, 1936	Sept. 15, 1936	Sept. 23, 1936	Do.
Vermont	Dec. 22, 1936	Dec. 29, 1936	Dec. 31, 1936	Do.
Virginia	Dec. 18, 1936	Dec. 19, 1936	Jan. 26, 1937	Do.
Washington ⁴	Mar. 16, 1937	Apr. 13, 1937	May 11, 1937	January 1939.
West Virginia	Dec. 17, 1936	Dec. 22, 1936	Feb. 18, 1937	January 1938.
Wisconsin	Jan. 29, 1932	Nov. 27, 1935	Mar. 12, 1936	July 1936.
Wyoming	Feb. 25, 1937	Mar. 24, 1937	Apr. 26, 1937	January 1939.

¹ On Feb. 10, 1939, provisions relative to approval of State unemployment compensation laws by the Social Security Board were incorporated in the Internal Revenue Code, ch. 9, subch. C, subsequently designated Federal Unemployment Tax Act.

² Date on which certification of Federal grants for administration of State unemployment compensation law was authorized by the Social Security Board; in some instances a few days elapsed before formal certification to the Secretary of the Treasury.

³ An unemployment compensation law which had been passed by the State of Utah on Mar. 25, 1935, was repealed and replaced by the present legislation on Aug. 29, 1936.

⁴ An unemployment compensation law was passed by the State of Washington on Mar. 21, 1935. On Sept. 15, 1936, the State Supreme Court held that that law had never become effective because the court found that a provision contained therein conditioning the effectiveness of the law on the enactment of the Wagner-Douglas bill had not been fulfilled.

Federal funds for grants to States and, effective January 1, 1940, by inclusion of Puerto Rico, and by requirement that State programs for maternal and child health and for crippled children include personnel merit system as condition of Federal grants.

August 11: COMMITTEE ON ECONOMIC SECURITY asked by the President to continue "active study of various proposals which may be made for amendments or developments to the Social Security Act." The President adds Chairman of Social Security Board to committee membership, which includes Secretary of Labor, chairman, Secretaries of Treasury, Agriculture, and Commerce, and Attorney General. (See item for June 29, 1934.)

August 11: SOCIAL SECURITY ACT and Internal Revenue Code amended by Public, No. 400, 76th Cong., 1st sess., to except from Federal insurance benefits and from Federal Unemployment Tax Act and Federal Insurance Contributions Act, services rendered prior to January 1, 1940, in employ of owner or tenant of land, in salvaging timber or clearing brush and debris left by hurricane.

September 27: UNEMPLOYMENT BENEFIT payments resumed in South Dakota with reopening of public employment offices. (See item for July 27, 1939.)

Year 1939: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$566 million for the year and general relief payments solely from State and local funds to \$482 million:

Program	Payments, 1939 (millions)
Total -----	\$1,048
Old-age assistance -----	431
Aid to dependent children -----	115
Aid to the blind -----	20
General relief -----	482

Payments made under Federal work programs amounted to \$2,428 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$19 million.

Payments were made for December to 1,909,000 recipients of old-age assistance, 757,000 dependent children in 315,000 families, 70,000 recipients of aid to the blind, and 1,567,000 general relief cases.

All 51 jurisdictions used Federal funds toward old-age assistance payments for the entire year; 42 used Federal funds for all or part of the year for aid to dependent children and 43 for aid to the blind. Thirty-nine jurisdictions participated under Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act accounted for all old-age assistance payments, 96.4

percent of the total amount for aid to dependent children and 60.8 percent of the total for aid to the blind. For December, all old-age assistance recipients, 95.4 percent of the families receiving aid to dependent children, and 65.6 percent of the recipients of aid to the blind were in States using Federal funds for payments.

EMPLOYMENT SECURITY—unemployment compensation laws of all 51 jurisdictions covered an estimated total of 28 million workers. All jurisdictions received Federal funds for administration of their unemployment compensation laws, and all received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of \$1.5 billion to the credit of all jurisdictions. During the year approximately 5 million unemployed workers received a total of \$429.8 million in benefits. During the year nearly 3.5 million placements were made by public employment services of all 51 jurisdictions, 2.7 million in private employment and 800,000 in public employment.

RAILROAD UNEMPLOYMENT insurance payments under the Railroad Unemployment Insurance Act numbered 385,450 and totaled \$5.8 million.

OLD-AGE INSURANCE lump-sum payments to 59,343 qualified individuals who attained age 65 amounted to a total of \$4,573,956.23, or an average of \$77.08 for the period from January 1 to August 10 when these payments were discontinued by amendments; 115,481 lump-sum death payments amounted to \$9,321,097.74 for the year, or an average of \$80.72. A cumulative net total of 47.7 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 33.6 million workers received a total of \$29.2 billion in wages from covered employment in 1939.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$107,282,000; survivor and death-benefit annuities amounted to \$1,450,000; lump-sum death payments totaled \$1,926,000. As of the end of the year, employee annuities and pensions were in force for 136,053 individuals and survivor and death-benefit annuities for 2,755.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service, maternal and child-health services, and services for crippled children in all jurisdictions; child-welfare services in all but one; and vocational rehabilitation in all but one.

• II •

SOCIAL AND ECONOMIC FACTORS



Economic Insecurity in Relation to Family Composition¹

IT IS GENERALLY REALIZED that a large proportion of our population lives close to the level of subsistence, but a general consciousness of this fact is not necessarily a sound guide to the adoption of the governmental measures which will ensure greater economic security. The Social Security Board therefore welcomed the opportunity, in 1938, to make a study of family composition and its relation to economic security on the basis of information obtained in the National Health Survey.

Table 1.—Urban single-family households by size of family, and percent with specified annual per capita income¹

[Preliminary data, subject to revision]

Size of family	Number of families	Percent with per capita income of—			
		Less than \$200 ¹	\$200 or more	\$300 or more	\$500 or more
All families ²	519,577	30.0	70.0	57.8	35.6
1 person.....	55,963	21.8	78.2	74.3	62.9
2 persons.....	154,384	21.0	79.0	71.5	55.3
3 persons.....	118,616	23.5	76.5	65.7	35.2
4 persons.....	89,166	30.8	69.2	52.3	19.4
5 persons.....	45,504	42.6	57.4	33.6	9.0
6 persons.....	25,313	56.0	44.0	22.0	4.8
7 persons.....	13,346	68.7	31.3	11.9	2.6
8 persons.....	7,637	77.7	22.3	6.9	1.9
9 persons.....	3,523	83.6	16.4	6.4	1.2
10 persons.....	1,852	87.9	12.1	4.4	1.2
11 persons.....	861	90.8	9.2	3.5	1.7
12 persons.....	392	88.0	12.0	4.6	2.0

¹ All relief families were assigned to the "less than \$200" group.

² Excludes families with 13 or more persons.

This survey was a project of the Works Progress Administration and was made under the supervision of the United States Public Health Service.² Through a house-to-house canvass in the winter of 1935-36, information was obtained on the

¹ Based on findings from a study of family composition which utilizes data from schedules of the National Health Survey and is conducted as Work Projects Administration Project Nos. 365-31-3-5, 765-31-3-3, and 65-2-31-44 under the supervision of the Social Security Board, Bureau of Research and Statistics, Division of Health and Disability Studies. Data are preliminary and subject to revision.

² For a discussion of the scope and method of the National Health Survey, see Perrott, George St. J.; Tibbitts, Clark; and Britten, Rollo, H., "The National Health Survey: Scope and Method of the Nation-wide Canvass of Sickness in Relation to Its Social and Economic Setting," *Public Health Reports*, Vol. 54, No. 37 (Sept. 15, 1939), pp. 1663-1687 (Reprint 2098, U. S. Public Health Service); and Sanders, Barkev S., "Family Composition in the United States," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 9-13. See also bibliographic notes on family composition and economic status, pp. 241-242.

family's sickness and disability experience and medical services received and on the composition of the family, characteristics of the members, and their economic status. The study included some 740,000 households, so selected as to comprise a representative sample of the urban population of the United States and a substantial sample of the rural population.³ In presenting the general picture of the extent of economic insecurity and the segments of the population in which this insecurity is most acute, this discussion will be limited, for simplicity, to urban single-family⁴ households, which numbered more than half a million and constituted 76 percent of the households and 72 percent of the population of the urban sample for whom income information was obtained.

For the 12-month period preceding the date of the canvass, almost half of these urban families were reported as having received relief or incomes of less than \$1,000.⁵ Only 15 percent reported annual incomes of \$2,000 or more. Of persons in households of two or more members, considerably more than one-third were members of families which had per capita incomes of less than \$200 a year; more than half were in families with per

³ Analysis of income distribution is limited to urban families because the rural sample was restricted in volume and geographic distribution and information regarding income was incomplete. However, available information, especially that from the Study of Consumer Purchases reflected in *Consumer Incomes in the United States* (National Resources Committee, Washington, 1938), shows that, by and large, rural families are more needy than urban families, and the proportion of children in these families is considerably larger. (See Sanders, Barkev S., and Carlton, Doris, "Children in Urban and Rural Families," *Social Security Bulletin*, Vol. 2, No. 10 (October 1939), pp. 36-46.)

⁴ A family is defined as (a) one or both spouses and their unmarried children, if any, including adopted or foster children, living together as a family unit; or (b) unmarried sisters and/or brothers and sisters, living together as a family unit; or (c) persons living in extra-familial groups, or by themselves, who are considered as separate one-person families.

⁵ Income is defined to include salaries, wages, business profits including those from boarding and lodging houses which supplied the main income of the family, income from boarders and lodgers in private families, and income from investments; it thus represents an approximate net yearly income of the family. Families were not asked to report the exact amount of income but to locate themselves in the appropriate interval. . . .

"Families were identified as having received relief, if at any time during the year covered by the report one or more members had had assistance such as work relief (but not PWA or CCC wages), direct relief, mothers' pension, pension for the blind or a grant for any similar purpose from public funds administered by a Federal, State, or local government. Families which reported the receipt of relief were not asked to specify the amount of income received during the year." National Health Survey: 1935-36, *The Relief and Income Status of the Urban Population of the United States, 1935*. Population Series, Bulletin C, U. S. Public Health Service, 1938, p. 2.

capita incomes of less than \$300; and three-fourths in families with per capita incomes of less than \$500.

Significant as these facts are, they indicate merely a widespread insufficiency of income in the population at large. From the standpoint of a national program, the information with respect to the needs of special segments of the population is of even greater significance. The study has revealed that economic insecurity is far more acute among certain groups of families than others.

Income and Family Size

Analysis of the income distribution of families shows that, in general, the larger the family the lower the per capita income. Though the average family income is higher in some groups of larger families, this increase, which is limited to families with not more than four members, is by no means proportionate to the family size. For example, while 78 percent of the one-person families and 79 percent of the families with two members have per capita incomes of \$200 a year or more, the corresponding proportion for families of four is 69 percent; for families of six, 44 percent; and for larger families, still lower (table 1, p. 17). The differences in the percentages of small and of large families which attain a per capita income level of \$300 or more, or \$500 or more, are sharper than the corresponding differences with a per capita income level of \$200. No reasonable allowance

for the fact that certain economies are possible in large families is sufficient to offset their markedly lower per capita incomes as compared with the average per capita incomes in smaller families. While the average per capita income of all persons in these urban single-family households is \$432, the average ranges from a maximum of \$934 for one-person families to a minimum of \$131 in families of 12 or more members (table 2 below and chart 1, p. 19).

The inevitable conclusion that larger families are economically less secure is borne out also by an analysis of the distribution of incomes in groups of families classified by the number of their members (table 3, p. 19). The proportion of families reporting relief status is lowest—12 percent—in families of 2 persons and rises progressively for groups of larger families until it approximates or exceeds 40 percent in families of 8 or more. An appreciable proportion of the families with 6 or more persons reported family incomes of less than \$1,000; conversely, incomes of \$3,000 and over are relatively more numerous among families of 3 to 6 persons than among those with from 7 to 11 members.

Family Type and Income

Economic insecurity is concentrated, further, in certain types of families (table 4, p. 20). Families consisting of unmarried individuals, either living alone or living with sisters or brothers, have a more

Table 2.—Percentage distribution of persons in urban single-family households and estimated average family income and per capita income, by size of family¹

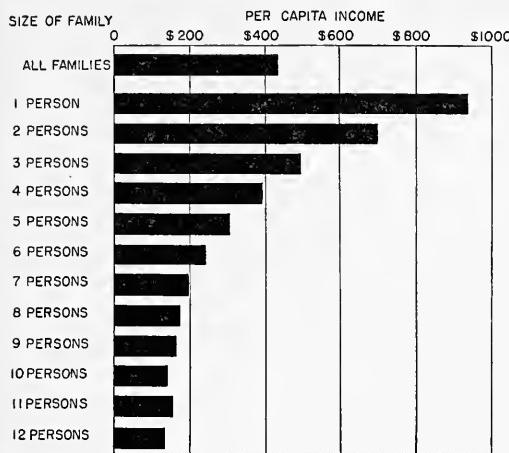
[Preliminary data, subject to revision]

Size of family	Percentage distribution of persons in—			Mean income				Median family income of nonrelief families		
				All families		Relief families				
	All families	Relief families	Nonrelief families	Per family	Per capita	Per family	Per capita			
All families.....	100.0	² 100.0	³ 100.0	\$1,408	\$432	\$724	\$190	\$1,544	\$490	\$1,270
1 person.....	3.3	2.9	3.4	934	934	416	416	1,040	1,040	800
2 persons.....	18.2	11.5	19.9	1,393	697	630	315	1,500	750	1,223
3 persons.....	21.0	14.7	22.5	1,488	496	708	236	1,610	537	1,345
4 persons.....	21.0	17.6	21.9	1,558	390	785	196	1,707	427	1,437
5 persons.....	14.3	15.9	13.9	1,507	362	831	166	1,693	339	1,382
6 persons.....	9.0	12.5	8.1	1,442	240	848	141	1,663	277	1,370
7 persons.....	5.5	9.2	4.7	1,392	199	869	142	1,640	234	1,340
8 persons.....	3.6	6.9	2.8	1,333	173	913	114	1,610	208	1,356
9 persons.....	1.9	4.1	1.3	1,253	102	1,013	113	1,778	198	1,382
10 persons.....	1.1	2.4	.8	1,295	139	1,099	101	1,682	168	1,348
11 persons.....	.6	1.3	.4	1,723	157	1,262	115	2,101	191	1,457
12 or more persons.....	.5	1.0	.3	1,651	131	1,191	95	1,985	158	1,580

¹ The method of arriving at these estimates is described in Sanders, Barkey S., and Kantor, Anne G., "Income of Urban Families and Individuals in Single-Family Households," *Social Security Bulletin*, Vol. 2, No. 9 (September 1939), pp. 27-28.

² 328,577 individuals in urban single-family relief households.

³ 1,365,334 individuals in urban single-family nonrelief households.

Chart 1.—Per capita income of all urban single-family households, by size of family

favorable per capita income than other types of families. Normal families—that is, families including the husband and wife, with or without unmarried children living in the household—have the highest average family income but the lowest per capita income, because there are more persons in these families to share the income.

Since the husband is usually the principal wage earner, the problem of economic security is particularly acute in broken families headed by a woman—that is, families headed by a widow, a divorcée, or a wife whose husband was living

elsewhere than in the household at the time of the canvass. While the average per capita income is slightly smaller for the whole group of normal families, which includes a much higher proportion of large families, for families of a given size per capita income is invariably lowest of all in broken families headed by a woman. The importance of the revision of the Social Security Act to extend benefits to survivors of insured wage earners and thus mitigate the economic insecurity of broken families is apparent, as is the importance of the Federal-State assistance provided under the act on behalf of dependent children who have been deprived of parental support by the death, absence from home, or incapacity of a breadwinner.

The relative insecurity of families broken by the absence of the husband is even more clearly reflected by a comparison of the income distribution of families of different types and sizes (table 5, p. 21). Except for one-person families, the proportion of families reporting a relief status is markedly higher among broken families headed by a woman than among families of any other type. A relatively large proportion of these broken families have incomes of less than \$1,000, and the proportion with annual incomes of \$2,000 or more is only about half as large as for all families. Families in which the husband, but not the wife, is present are second in rank in the proportion reporting relief status.

Table 3.—Urban single-family households by size of family, and percentage distribution by income status

[Preliminary data, subject to revision]

Size of family	Number of families ¹	Percent of families with specified income status					
		Total	Relief	Nonrelief			
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999
All families.....	519,813	100.0	16.6	29.1	23.3	15.9	10.4
1 person.....	55,963	100.0	17.1	54.4	15.3	7.4	3.8
2 persons.....	154,384	100.0	12.3	33.2	23.8	15.9	10.2
3 persons.....	118,616	100.0	13.6	25.3	25.9	18.2	11.9
4 persons.....	89,166	100.0	16.2	21.4	25.2	18.7	12.7
5 persons.....	48,504	100.0	21.5	21.0	23.3	17.1	11.1
6 persons.....	25,313	100.0	27.1	20.1	22.0	15.5	10.4
7 persons.....	13,346	100.0	32.2	19.3	21.1	18.6	9.3
8 persons.....	7,657	100.0	37.1	17.5	19.5	13.6	8.4
9 persons.....	3,523	100.0	42.4	15.6	17.3	11.1	9.0
10 persons.....	1,852	100.0	42.6	16.0	18.1	11.2	8.0
11 persons.....	861	100.0	45.1	12.0	16.9	11.6	9.9
12 persons.....	392	100.0	39.3	12.5	17.3	13.0	11.0
13 persons.....	149	100.0	47.7	8.0	12.1	18.8	8.0
14 persons.....	66	100.0	45.5	10.6	12.1	10.6	7.6
15 persons.....	10	(2)	(2)	(2)	(2)	(2)	(2)
16 persons.....	8	(2)	(2)	(2)	(2)	(2)	(2)
17 persons.....	3	(2)	(2)	(2)	(2)	(2)	(2)

¹ Excludes 12,570 families with unknown income.¹ Not computed, because base less than 25.

Age and Income

The income distribution of families varies markedly according to the number of children in the family. There is also some variation in family income according to the age distribution of the adults. In single-family households, the average per capita income of individuals of different ages, determined on the basis of the income of the families of which they were members, is \$431⁶ for all persons.⁷ The average income is \$287 for persons under 16 years of age and \$371 for persons aged 16-24, rises progressively to a maximum of \$627 for persons aged 60-64, and is only slightly less, \$601, for persons aged 65 and over (table 6, p. 21). If the per capita income of persons under 16 years is regarded as 100, the relative per capita income of persons in other age groups would be:

16-24 years.....	129
25-44 years.....	169
45-59 years.....	197
60-64 years.....	218
65 years and over.....	209

The large differences in the per capita incomes of children and aged persons are partly offset by the fact that older persons, especially those aged 65 and over, come from comparatively small families, while a much larger proportion of children under 16 years of age come from large families in which certain economies in per capita costs of living are possible. There is the further consideration that expenditures for a child are usually lower than for an adult. However, no reasonable allowance for these factors can compensate for the striking differences in the average per capita incomes of children and the aged. It is apparent that children constitute economically the least favored age group in this sample of urban single-family households and doubtless also in the general population.⁸

In interpreting these figures for per capita incomes, it should not be inferred that \$287 is the average amount that is spent in providing for

⁶ Cf. estimate of \$432 on p. 18. The two figures are derived from different estimates.

⁷ The per capita income estimates for a specified age group were obtained through a weighted average of the per capita income in families in which there were members in that age group.

⁸ Single-family households include 76 percent of all children, 49 percent of all persons aged 65 and over, and more than 60 percent of all individuals enumerated in the urban sample. Analyses of income status are not yet available by age groups for persons in multi-family households. Estimated average per capita income of persons in such households is \$460, considerably more than the corresponding estimate (\$431) for single-family households.

the needs of each child under 16. This sum represents merely the average per capita income in families with children under age 16, weighted by the number of such children in the different families. To the extent that the cost of living is less for children than for adults, there is every reason to believe that the share of the family income actually spent for children is far less, perhaps about half the annual per capita amount indicated above—that is, about \$140 or even less per child—since the average per capita income includes amounts of family income used for savings and certain other purposes aside from the purchase of goods and services for the family as a whole.

The less favorable economic status of families with children is emphasized by a comparison of the income distribution of families according to number of children (table 7, p. 23). When families are grouped by number of children, it is found that the income status is progressively less favorable for each group in order of increasing number of children.

Table 4.—*Estimated mean and per capita income of urban single-family households, by size and type of family*

[Preliminary data, subject to revision]

Size and type of family	Number of families ¹	Estimated mean family income	Estimated per capita income
All families: ²			
Husband and wife.....	405,473	\$1,492	\$415
Husband or wife, husband.....	19,786	1,183	629
Husband or wife, wife.....	66,134	1,027	434
Nonparent, male.....	13,175	1,175	938
Nonparent, female.....	14,847	1,198	867
1 person:			
Husband and wife, husband.....	11,833	986	986
Husband or wife, wife.....	22,341	799	799
Nonparent, male.....	10,997	1,058	1,058
Nonparent, female.....	10,787	1,035	1,035
2 persons:			
Husband and wife.....	126,899	1,424	712
Husband or wife, husband.....	3,282	1,325	663
Husband or wife, wife.....	19,867	1,036	518
Nonparent, male.....	1,427	1,547	773
Nonparent, female.....	2,909	1,434	717
3-4 persons:			
Husband and wife.....	184,638	1,549	450
Husband or wife, husband.....	3,351	1,552	462
Husband or wife, wife.....	18,071	1,213	363
Nonparent, male.....	658	2,179	662
Nonparent, female.....	1,064	2,031	629
5-6 persons:			
Husband and wife.....	68,029	1,494	280
Husband or wife, husband.....	1,047	1,666	313
Husband or wife, wife.....	4,561	1,296	243
Nonparent, male.....	93	2,280	437
Nonparent, female.....	87	3,308	626
7 or more persons:			
Husband and wife.....	25,907	1,412	178
Husband or wife, husband.....	268	1,669	227
Husband or wife, wife.....	1,294	1,290	170

¹ Excludes families with unknown income.

² Husband-and-wife families exclude families of 13 or more persons; husband-or-wife, husband, families exclude families of 9 or more persons; husband-or-wife, wife, families exclude families of 10 or more persons.

Among families without children only 12 percent reported the receipt of relief; the corresponding proportions are about 15 percent for those with one child, 20 percent for those with two children, nearly 30 percent for those with three children, and 50 to 60 percent for those with six or more children. The percentages of families reporting incomes of less than \$1,000 are appreciable even in the groups of families with five or more children. Conversely, the relative proportion of families with incomes of \$3,000 or more is very small among families with a large number of children; the highest percentage for any of these groups is only about one-third of that for all families. It is evident that families with children, and especially those with many children, have, in general, far smaller economic resources than have childless families, especially when consideration is given to the number of persons who share the family income (table 7, p. 23, and table 4, p. 20).

Table 5.—Urban single-family households by size and type of family, and percentage distribution by income status
[Preliminary data, subject to revision]

Size and type of family	Number of families ¹	Percent of families with specified income status					
		Total	Relief	Nonrelief			
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999
All families:							
All types	510,813	100.0	16.6	29.1	23.3	15.9	10.4
Husband and wife	405,705	100.0	15.5	25.1	24.9	17.7	11.6
Husband or wife, husband	19,856	100.0	22.5	37.9	17.8	10.9	7.0
Husband or wife, wife	66,200	100.0	24.3	43.5	16.4	8.6	4.9
Nonparent, male	13,189	100.0	15.4	44.8	18.9	10.8	6.2
Nonparent, female	14,863	100.0	6.6	47.3	21.3	13.7	7.9
1 person:							
All types	55,963	100.0	17.1	54.4	15.3	7.4	3.8
Husband or wife, husband	11,835	100.0	23.8	46.7	15.1	7.3	4.4
Husband or wife, wife	22,341	100.0	18.9	62.4	11.1	4.2	2.0
Nonparent, male	10,997	100.0	16.3	48.1	18.4	9.4	4.9
Nonparent, female	10,787	100.0	6.6	52.9	21.2	12.1	5.6
2 persons:							
All types	154,384	100.0	12.3	33.2	23.8	15.9	10.2
Husband and wife	126,899	100.0	11.1	31.8	24.3	16.8	11.0
Husband or wife, husband	3,282	100.0	17.1	32.2	22.2	15.0	9.4
Husband or wife, wife	19,867	100.0	20.1	41.7	21.2	10.5	4.8
Nonparent, male	1,427	100.0	11.0	33.8	20.8	17.0	11.0
Nonparent, female	2,909	100.0	6.8	36.2	22.5	16.8	12.4
3-4 persons:							
All types	207,782	100.0	14.7	23.7	25.6	18.4	12.2
Husband and wife	184,638	100.0	13.3	23.1	26.4	19.1	12.6
Husband or wife, husband	3,351	100.0	20.6	21.9	22.2	16.8	11.8
Husband or wife, wife	18,071	100.0	28.9	29.6	18.7	11.7	7.9
Nonparent, male	655	100.0	9.4	19.8	22.8	17.6	15.8
Nonparent, female	1,064	100.0	5.4	23.3	20.8	19.9	18.5
5-6 persons:							
All types	73,817	100.0	23.5	20.6	23.2	16.6	10.9
Husband and wife	68,029	100.0	22.1	20.7	23.9	17.0	11.1
Husband or wife, husband	1,047	100.0	27.7	16.4	19.7	17.0	11.5
Husband or wife, wife	4,561	100.0	43.0	20.9	14.1	10.0	7.1
Nonparent, male	93	100.0	14.0	16.1	17.2	19.3	18.3
Nonparent, female	87	100.0	13.8	12.6	12.6	25.3	10.4
7 or more persons:							
All types	27,807	100.0	36.1	17.8	19.7	13.2	9.0
Husband and wife	26,139	100.0	35.4	17.9	20.1	13.4	9.0
Husband or wife, husband	338	100.0	33.7	13.9	17.1	16.0	13.3
Husband or wife, wife	1,360	100.0	52.1	16.3	12.6	8.2	7.6
Nonparent, male	14	(2)	(2)	(2)	(2)	(2)	(2)
Nonparent, female	16	(2)	(2)	(2)	(2)	(2)	(2)

¹ Excludes 12,570 families with unknown income.

* Not computed, because base less than 25.

Table 6.—Estimated per capita income of persons in urban single-family households, by age of person and type of family

[Preliminary data, subject to revision]

Type of family	Age group (years)						
	All ages	Under 16	16-24	25-44	45-59	60-64	65 and over
All families	\$431	\$287	\$371	\$486	\$564	\$627	\$601
Husband and wife	414	291	366	467	541	605	550
Husband or wife, husband	626	276	402	759	750	800	760
Husband or wife, wife	434	230	328	481	552	643	655
Nonparent, male	910	(1)	677	1,084	937	794	741
Nonparent, female	868	368	677	965	923	783	751

¹ Not estimated, because number of persons too small.

The fact that broken families with children are among the neediest segments of the population is reflected indirectly in table 8, page 23. The proportion of families on relief is strikingly higher in broken families with only one adult. For

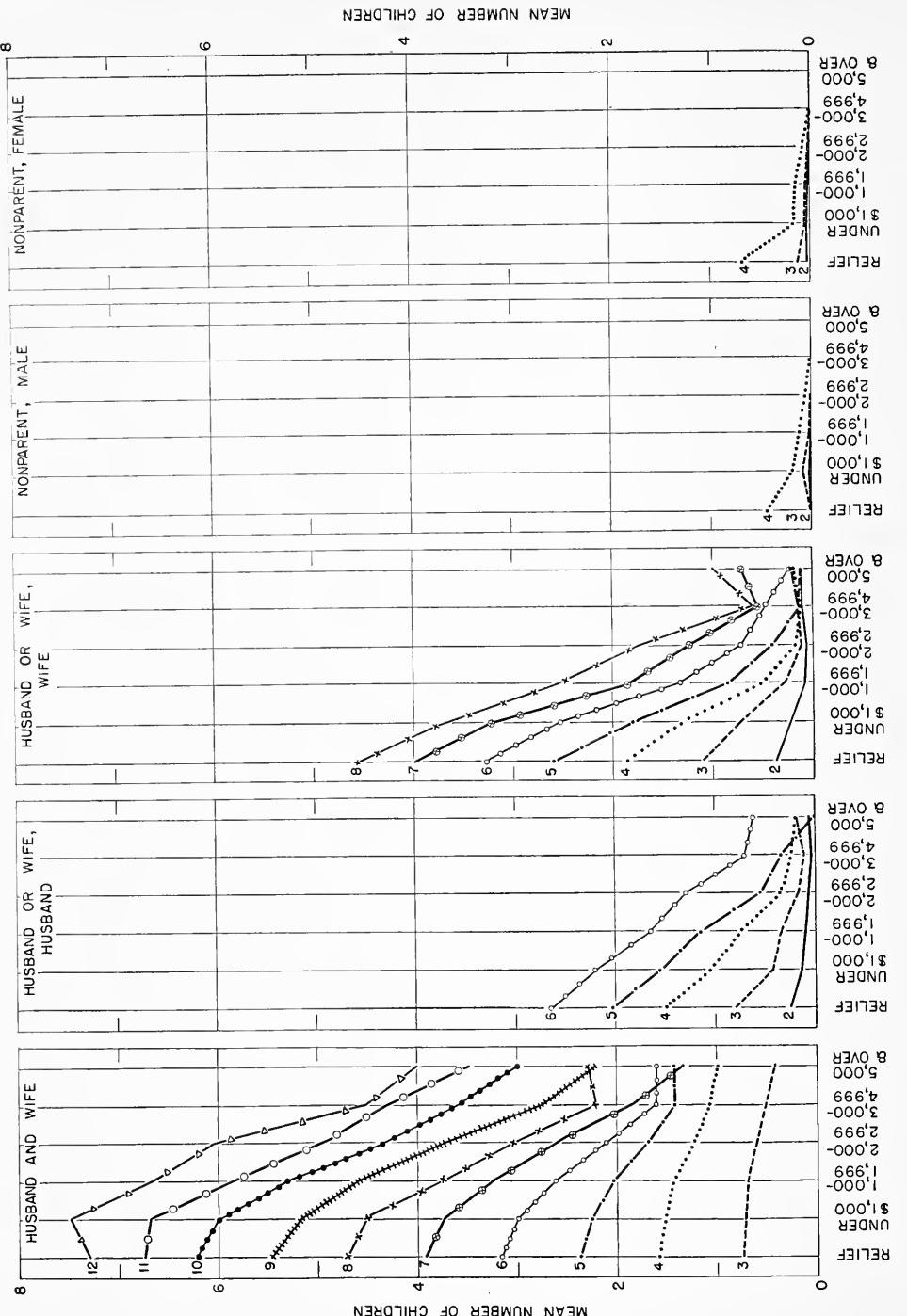
Chart 2.—*Mean number of children under 16 years in urban single-family households of specified type and size,¹ by income status*¹ The number at left of each line indicates total size of family.

Table 7.—Urban single-family households by number of children under 16 years, and percentage distribution by income status

[Preliminary data, subject to revision]

Number of children per family	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000 and over
All families.....	519,801	100.0	16.6	29.1	23.3	15.9	10.4	4.7
No children.....	270,880	100.0	12.4	33.7	22.1	15.6	10.7	5.5
1 child.....	106,405	100.0	15.2	25.0	26.0	17.9	11.4	4.5
2 children.....	70,708	100.0	19.9	22.9	25.4	17.3	10.5	4.0
3 children.....	33,517	100.0	28.1	22.7	23.6	14.5	8.2	2.9
4 children.....	15,555	100.0	36.2	21.8	21.2	12.1	6.6	2.1
5 children.....	7,458	100.0	43.4	21.4	19.0	9.5	5.2	1.5
6 children.....	3,692	100.0	49.1	19.0	17.3	8.9	4.6	1.1
7 children.....	1,513	100.0	55.1	16.6	14.3	8.9	4.0	1.1
8 children.....	603	100.0	57.1	16.9	13.3	7.8	4.1	.8
9 children and over.....	280	100.0	58.9	13.9	12.2	10.7	3.9	.4

¹ Excludes 12,583 families with unknown income and/or number of children.

example, in four-person families 62 percent of those with three children, in contrast to only 18 percent of those with two children, reported relief status.

Chart 2, page 22, shows the relation between income and average number of children for families of specified type and size. In general, the

proportion of children is smaller in families in the higher income groups.

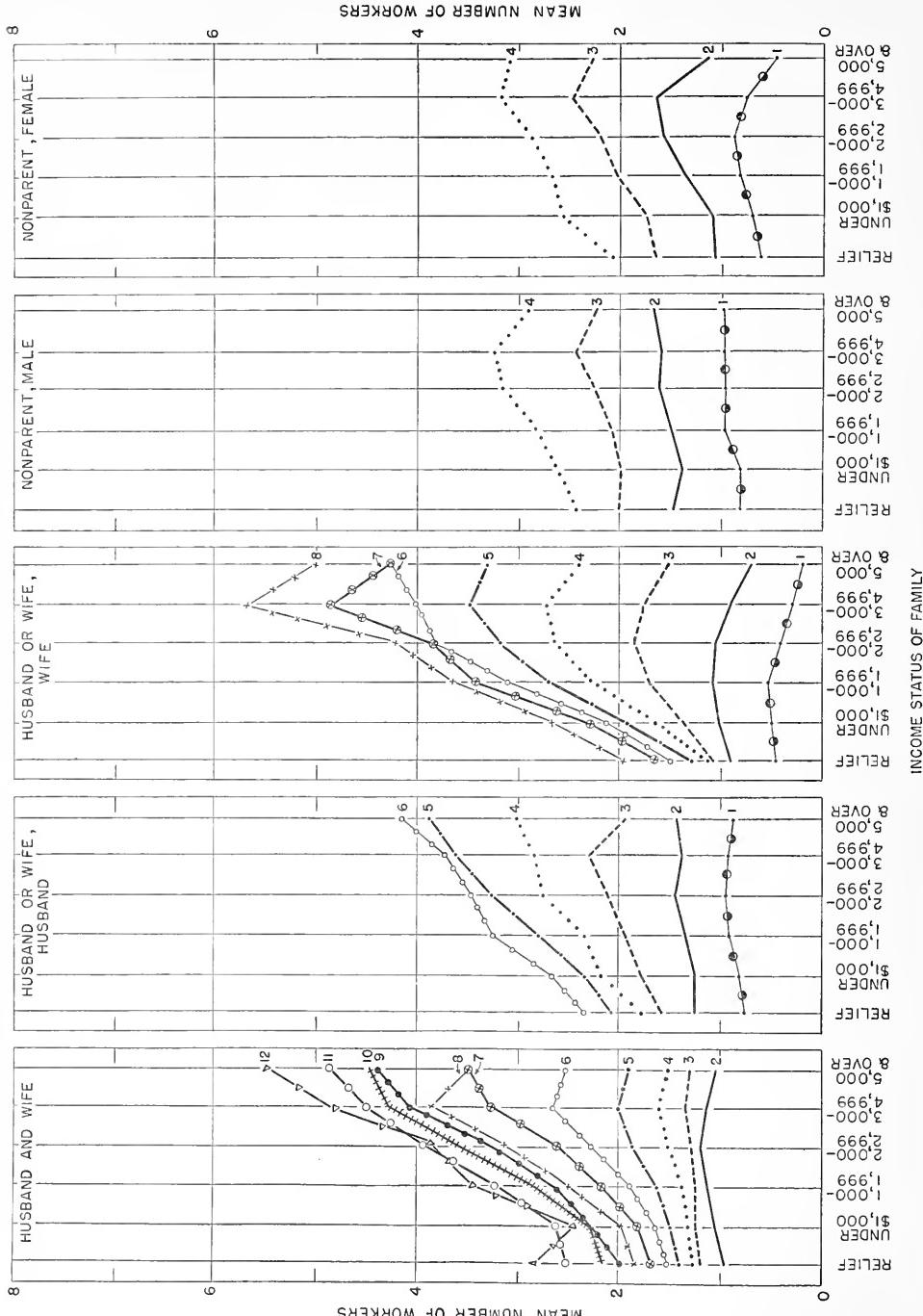
The high frequency with which children are found in families with lowest per capita incomes is shown in table 9, page 26. About 60 percent of children under 16 years of age are members of

Table 8.—Urban single-family households by size of family and number of children under 16 years, and percentage distribution by income status

[Preliminary data, subject to revision]

Size of family and number of children	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000 and over
3 persons.....	118,615	100.0	13.6	25.3	25.9	18.2	11.0	5.1
No children.....	42,867	100.0	10.9	23.3	24.1	19.4	14.5	7.8
1 child.....	72,858	100.0	13.7	26.1	27.7	18.1	10.7	3.7
2 children.....	2,890	100.0	49.6	35.9	8.6	3.9	1.3	.7
4 persons.....	89,163	100.0	16.2	21.4	25.2	18.6	12.8	5.8
No children.....	20,240	100.0	10.1	16.9	22.8	21.3	18.2	10.7
1 child.....	15,480	100.0	15.6	21.1	24.2	19.0	13.8	6.3
2 children.....	52,004	100.0	17.5	23.1	26.9	18.0	10.6	3.9
3 children.....	1,438	100.0	61.7	28.6	6.5	2.1	.8	.3
4 children.....	1	100.0	(²)	(^{2})	(^{2})	(^{2})	(^{2})	(^{2})
5 persons.....	48,502	100.0	21.5	21.0	23.8	17.1	11.1	5.5
No children.....	7,353	100.0	10.4	14.6	21.2	21.6	19.2	13.0
1 child.....	8,447	100.0	16.0	18.4	24.7	20.2	13.9	6.8
2 children.....	8,194	100.0	21.9	21.7	23.5	17.4	10.7	4.8
3 children.....	23,805	100.0	25.5	23.6	25.0	14.9	8.1	2.9
4 children.....	623	100.0	72.7	19.1	5.3	2.1	.6	.2
6 persons.....	25,313	100.0	27.7	20.1	22.0	15.5	10.6	4.9
No children.....	2,440	100.0	9.6	10.8	19.4	20.8	21.5	17.9
1 child.....	3,467	100.0	16.3	15.5	22.9	20.2	16.3	8.0
2 children.....	4,526	100.0	23.5	20.0	22.9	17.8	11.2	4.6
3 children.....	4,005	100.0	30.2	21.4	22.3	14.7	8.1	3.0
4 children.....	10,378	100.0	33.1	23.3	22.4	12.2	6.5	1.9
5 children.....	1,997	100.0	75.8	16.8	3.7	2.4	1.0	.3
7 persons.....	13,345	100.0	32.2	19.5	21.1	13.6	9.3	4.3
No children.....	763	100.0	8.4	10.6	14.4	20.3	23.1	23.2
1 child.....	1,206	100.0	15.3	13.4	21.8	20.7	17.3	11.5
2 children.....	1,560	100.0	23.2	16.9	23.9	17.9	12.9	5.2
3 children.....	2,442	100.0	30.8	19.0	22.9	15.4	9.4	2.5
4 children.....	2,098	100.0	37.7	19.8	21.7	12.2	6.5	2.1
5 children.....	4,759	100.0	41.0	23.8	20.1	9.0	5.1	1.0
6 children.....	108	100.0	85.2	10.2	3.7	.9	-----	-----

¹ Excludes families with unknown income and/or number of children.² Not computed, because base less than 25.

Chart 3.—Mean number of gainful workers in urban single-family households of specified type and size,¹ by income status¹ The number at right of each line indicates total size of family.

families which received relief or reported per capita incomes of less than \$250, while of persons aged 65 or over, only 33 percent are members of such families. In broken families with a mother as the head 81 percent of the children are in families with relief status or per capita incomes of less than \$250. Almost 90 percent of all children and 97 percent of the children in broken families with the mother only, are in families which reported relief or per capita incomes of less than \$500. By contrast, only 61 percent of all persons aged 65 and over are in families with relief status or per capita incomes of less than \$500. Since the aged person in a single-family household is either the family head or the spouse of the head, it is reasonable to assume that the per capita income of the family used in these comparisons ordinarily reflects the income of the aged person himself rather than the income of others who provide his livelihood.⁹

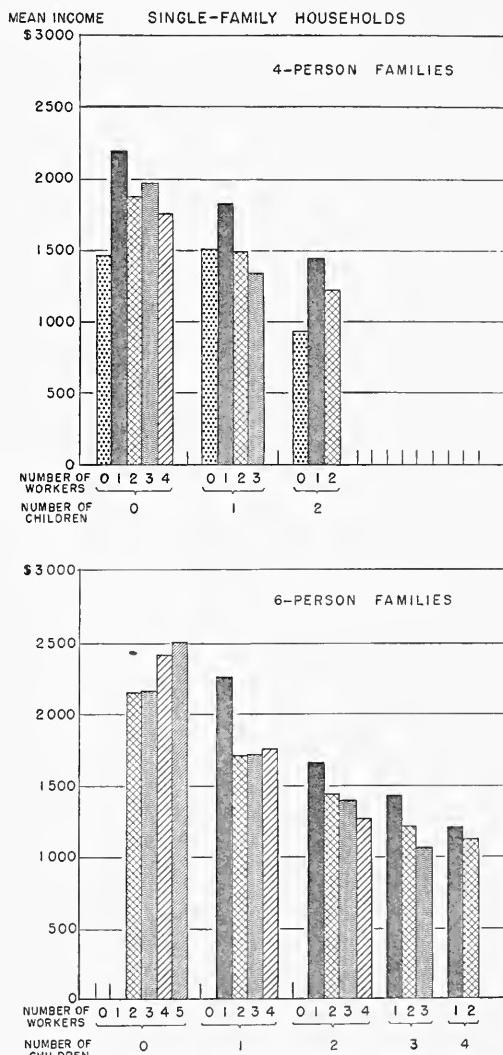
Gainful Workers and Income

Families with gainful workers¹⁰ have a more favorable income status than families without workers, and, in general, of all families, regardless of size or type, those with more than one worker have a somewhat better family income than families with only one worker (table 10, p. 27). The presence of more than one worker makes it less likely, in general, that the family will have a relief status or an annual income of less than \$1,000, and more likely that the family will have an annual income of \$3,000 or more; the number of workers has comparatively little effect on the proportion of families in the intermediate income groups. The favorable income distribution of families with a relatively high proportion of workers among their members is shown, according to type of family, in chart 3, page 24.

The extent of insecurity is particularly marked in families without gainful workers. While somewhat less than half of all families reported receipt of relief or family incomes of less than \$1,000,

more than three-fourths of the families without workers were in these categories (table 11, p. 27). Conversely, the proportion of families reporting incomes of \$2,000 or more is almost three times as high for all families as for those without gainful workers. Analyses of families without gainful workers show that large families without gainful workers were in particularly acute need. For

Chart 4.—Estimated mean income of urban husband-and-wife single-family households of selected size with specified number of children under 16 years, by number of gainful workers



⁹ The income of these aged persons must be their own or that of their unmarried children (see definition of family). The Study of Consumer Purchases indicates that expenditures by families for relatives living in separate households are negligible. All such expenditures, for 14,469 families of wage earners and clerical workers, averaged only \$24 during 1935-36, including expenditures for all kinds of gifts and aid given to relatives and other persons outside the household. "Family Expenditures for Medical Care, Personal Care, and Miscellaneous Items," *Monthly Labor Review*, Vol. 50, No. 5 (May 1940), pp. 1062-1079.

¹⁰ Gainful workers include all persons who were reported in regular employment, those on work relief, and those seeking work at the time of the canvass.

example, in the group of seven-person families without gainful workers, 83 percent are in the relief group, 12 percent have incomes of less than \$1,000, and less than 1 percent have annual incomes of \$2,000 or more.

In families of a given size with children under 16, the highest income is generally found for families with one worker. This fact leads to the inference that employment of secondary workers, especially in families with minor children, may often be brought about by the inadequacy or lack of earnings on the part of the principal wage earner, who in most instances is the head of the household. Despite the addition of the supplementary earnings contributed by other workers in the family, the total family income is likely to be lower in these circumstances than that of families with only one worker. In other words, when children and mothers are forced to enter the labor market to supplement the inadequate resources of the family,

the earnings of both the principal wage earner and the secondary workers are usually so small that the average income of families with more than one worker remains substantially lower than that of families with one worker. In families composed largely of adults rather than children, in which entrance into the labor market may be occasioned more by choice than necessity, the income of families with two or more workers is ordinarily more favorable than that of families with one worker.

The relation between family income and the presence of children and gainful workers in the family is illustrated, for families with four and six members, by chart 4, page 25. In four-person families the highest mean income is that of families with one worker and without children. For families with one child, the highest income is that of families with one worker and the lowest that of families with three workers. Correspond-

Table 9.—Persons in urban single-family households and percent with specified per capita income, by age of person and by type of family

[Preliminary data, subject to revision]

Type of family	Under 16 years	16-24 years	25-44 years	45-59 years	60-64 years	65 years and over
Number of persons ¹						
All families	486,292	263,885	560,264	264,647	46,390	67,062
Husband and wife	450,679	218,437	493,342	221,552	34,638	41,717
Husband or wife, husband	4,681	7,274	8,956	8,076	2,259	5,791
Husband or wife, wife	30,899	32,628	42,963	25,564	7,049	15,866
Nonparent, male		2,254	7,191	4,283	949	1,413
Nonparent, female	33	3,292	7,782	5,172	1,495	2,275
Percent with per capita income of less than \$250 ²						
All families	60.4	47.8	36.3	35.2	30.2	33.0
Husband and wife	59.0	47.6	36.7	35.5	30.9	35.1
Husband or wife, husband	66.3	45.1	28.0	33.9	31.9	32.1
Husband or wife, wife	80.6	55.3	40.4	37.9	27.4	27.9
Nonparent, male		19.1	16.4	27.1	31.8	39.5
Nonparent, female	36.4	16.4	12.0	17.2	22.1	27.3
Percent with per capita income of less than \$350						
All families	75.9	63.9	50.2	47.4	41.0	43.8
Husband and wife	74.9	64.1	51.2	48.4	42.4	47.6
Husband or wife, husband	79.9	61.0	37.4	41.5	39.1	38.9
Husband or wife, wife	89.8	69.5	51.7	48.0	37.2	36.2
Nonparent, male		28.2	21.4	33.2	38.5	45.7
Nonparent, female	48.5	25.2	16.3	24.5	31.4	36.6
Percent with per capita income of less than \$500						
All families	89.6	80.0	65.8	63.6	57.6	60.9
Husband and wife	89.1	80.6	66.9	65.0	59.8	66.9
Husband or wife, husband	91.8	76.8	51.8	53.7	50.7	51.0
Husband or wife, wife	96.7	83.8	67.3	63.5	52.8	50.5
Nonparent, male		42.4	31.4	43.6	49.7	57.8
Nonparent, female	81.8	39.6	34.8	37.6	45.7	51.0

¹ Excludes families with unknown income.

² Includes families with relief status.

Table 10.—Urban single-family households by number of gainful workers, and percentage distribution by income status

(Preliminary data, subject to revision)

Number of gainful workers	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000 and over
All families	519,731	100.0	16.6	29.1	23.3	15.9	10.4	4.7
No workers	36,488	100.0	26.5	50.7	12.2	5.3	2.9	2.4
1 worker	351,226	100.0	16.3	29.2	24.6	16.0	9.8	4.1
2 workers	90,851	100.0	14.0	25.7	23.6	18.3	12.9	5.5
3 workers	27,938	100.0	16.3	17.9	22.5	19.5	15.9	7.9
4 workers	9,440	100.0	16.1	13.9	20.6	19.9	17.9	11.6
5 workers	2,848	100.0	14.6	11.0	18.8	21.0	19.9	14.7
6 workers	729	100.0	11.7	8.5	17.4	19.4	20.4	22.6
7 workers	170	100.0	12.4	4.1	14.7	19.4	21.8	27.6
8 or more workers	41	100.0	7.3	4.9	14.6	4.9	31.7	36.6

¹ Excludes 12,570 families with unknown income and 83 families with unknown number of gainful workers.

ingly, in families with two children the highest average income is for families with one worker and the lowest for those with two workers. Similar relationships are observed in families of six persons.

In view of these findings, it may be anticipated that wage levels adequate for family support

would not merely increase the purchasing power of the Nation but would at the same time reduce the volume of unemployment by allowing the withdrawal from the labor market of persons who seek or take jobs because of insufficient earnings of the principal wage earner of the family.

Table 11.—Urban single-family households of selected size, without gainful workers and with gainful workers all unemployed, and percentage distribution by income status¹

(Preliminary data, subject to revision)

Size of family	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000 and over
Families without gainful workers								
All families	36,488	100.0	26.5	50.7	12.2	5.3	2.9	2.4
1 person	17,765	100.0	20.2	60.8	10.8	4.2	2.2	1.8
2 persons	12,733	100.0	22.4	47.8	15.5	7.1	4.0	3.2
3 persons	2,681	100.0	40.2	32.8	12.5	7.2	3.6	3.4
4 persons	1,586	100.0	56.1	26.6	9.3	3.9	2.6	1.5
5 persons	818	100.0	67.5	19.6	6.3	3.1	1.6	1.3
6 persons	480	100.0	73.1	18.6	5.2	1.7	.6	.8
7 persons	240	100.0	83.3	12.1	2.9	.9	.4	.4
8 persons	109	100.0	83.5	11.0	3.7	.9	.9	.4
9 persons	46	100.0	87.0	10.9	—	—	2.1	—
Families with gainful workers, all unemployed ¹								
All families	80,578	100.0	66.7	27.2	4.2	1.3	0.5	0.1
1 person	9,649	100.0	52.7	43.8	2.7	.6	.2	—
2 persons	24,671	100.0	52.1	38.8	6.2	2.0	.7	.2
3 persons	15,652	100.0	67.3	25.5	4.9	1.6	.6	.1
4 persons	11,997	100.0	76.3	18.0	3.9	1.1	.5	.2
5 persons	7,744	100.0	82.1	14.0	2.8	.7	.3	.1
6 persons	4,723	100.0	87.1	10.0	2.1	.5	.2	.1
7 persons	2,762	100.0	90.2	7.7	1.5	.4	.2	—
8 persons	1,784	100.0	91.1	7.0	1.6	.2	.1	—
9 persons	850	100.0	94.9	4.0	.6	.3	.2	—

¹ WPA workers are included as unemployed.² Excludes families with unknown income and/or gainful workers.³ Includes families with more than 9 members.

Unemployment and Income

The gravity of the economic insecurity resulting from unemployment is illustrated by the distribution of income in families which had one or more members either seeking work or in emergency work but no members in regular employment (table 11, p. 27). Their economic position is even less favorable than that of families without gainful workers, which would be more likely to have income from sources other than current earnings. Nearly 16 percent of the single-family households in the urban sample reported gainful workers but

no employed members, and of these families two-thirds reported relief status. An additional 27 percent reported annual incomes of less than \$1,000, and less than 1 percent reported incomes of \$2,000 or more. In these families also the economic circumstances are most unfavorable in larger families; among families with six members, for example, 87 percent reported the receipt of relief and only 3 percent reported incomes of \$1,000 or more.

The economic effect of unemployment of the head of the family, who is usually the principal

Table 12.—Urban single-family households by employment status of head and size of family, and percentage distribution by income status¹

[Preliminary data, subject to revision]

Size of family	Number of families ²	Percent of families with specified income status						
				Nonrelief				
		Total	Relief	All	Under \$1,000	\$1,000- \$1,499	\$1,500- \$1,999	\$2,000- \$2,999
Families with employed head								
All families.....	364,417	100.0	4.7	95.3	27.3	28.4	20.3	13.3
1 person.....	28,531	100.0	3.2	96.8	53.9	22.4	11.7	6.0
2 persons.....	106,842	100.0	2.6	97.4	29.6	28.2	20.2	13.4
3 persons.....	89,675	100.0	3.8	96.2	24.5	29.8	21.6	14.1
4 persons.....	68,571	100.0	4.9	95.1	21.5	29.3	22.2	15.2
5 persons.....	35,600	100.0	7.2	92.8	22.2	29.1	21.2	13.8
6 persons.....	17,435	100.0	9.4	90.6	22.7	28.2	20.1	12.4
7 persons.....	8,759	100.0	11.7	88.3	23.6	28.4	18.1	12.6
8 persons.....	4,776	100.0	14.4	85.6	21.8	27.4	19.4	11.9
9 persons.....	2,160	100.0	18.2	81.8	20.7	25.2	16.8	13.0
10 persons.....	1,144	100.0	19.1	80.9	20.8	25.7	17.0	11.3
11 persons.....	536	100.0	22.0	78.0	14.9	24.4	17.2	14.6
12 or more persons.....	388	100.0	18.0	82.0	13.7	22.4	21.1	15.0
Families with unemployed head								
All families.....	83,725	100.0	63.3	36.7	26.7	6.1	2.5	1.1
1 person.....	9,649	100.0	52.7	47.3	43.8	2.7	.6	.2
2 persons.....	21,693	100.0	52.2	47.8	38.6	6.4	2.0	.7
3 persons.....	16,030	100.0	62.3	37.7	26.4	7.3	2.8	1.1
4 persons.....	13,398	100.0	68.0	32.0	19.6	7.2	3.3	1.5
5 persons.....	9,177	100.0	71.9	28.1	16.3	6.4	3.1	1.7
6 persons.....	5,782	100.0	75.9	24.1	12.5	6.1	3.3	1.7
7 persons.....	3,495	100.0	79.3	20.7	9.7	5.3	3.5	1.6
8 persons.....	2,295	100.0	81.4	18.6	8.8	4.9	2.5	1.5
9 persons.....	1,103	100.0	86.5	13.5	6.3	3.3	1.9	1.4
10 persons.....	603	100.0	84.9	15.1	6.6	4.9	2.0	1.2
11 persons.....	287	100.0	86.1	13.9	6.3	3.8	2.4	1.4
12 or more persons.....	213	100.0	81.7	18.3	7.0	3.8	4.2	2.8
Families with head not in labor market								
All families.....	71,698	100.0	23.3	76.7	40.1	17.4	9.8	6.1
1 person.....	17,786	100.0	20.2	79.8	60.8	10.8	4.2	2.2
2 persons.....	25,856	100.0	19.0	81.0	43.0	20.2	10.2	5.1
3 persons.....	12,520	100.0	21.6	78.4	29.2	21.9	14.0	9.3
4 persons.....	7,184	100.0	29.1	70.9	23.1	18.4	13.4	10.4
5 persons.....	3,731	100.0	36.1	63.9	19.4	15.9	12.5	9.3
6 persons.....	2,101	100.0	42.6	57.4	17.4	14.3	11.0	8.3
7 persons.....	1,090	100.0	47.6	52.4	16.3	13.1	9.6	8.1
8 persons.....	588	100.0	51.2	48.8	15.0	12.2	10.0	6.1
9 persons.....	260	100.0	60.4	39.6	15.5	12.9	8.1	7.5
10 persons.....	107	100.0	62.6	37.4	13.1	8.4	1.9	10.3
11 persons.....	38	100.0	63.2	36.8	13.1	7.9	2.6	7.9
12 or more persons.....	27	100.0	74.1	25.9	7.4	7.4	3.7	5.3

¹ WPA workers are included as unemployed.

² Excludes families with unknown income.

worker, has almost as unfavorable an effect on family income as the unemployment of all gainful workers in the family. In nearly two-thirds of the families the family head is the only gainful worker. For 70 percent of all families the head of the family was reported as employed and for 16 percent as unemployed or engaged in WPA work. About 5 percent of the families in which the head was employed reported relief status; for families in which the head was unemployed the corresponding proportion is 63 percent, and for families in which the head was not in the labor market 23 percent. For groups of families which did not report the receipt of relief and in which the head was employed, unemployed, or not in the labor market, the percentages reporting incomes of less than \$1,000 were approximately 27, 27, and 40 percent, respectively. For these three groups of families the corresponding percentages reporting incomes of \$3,000 and over were 6, less than half of 1, and 3 percent. In all three groups the economic status of large families is on the whole less favorable than that of small families, especially when per capita income is taken into consideration.

A comparison of unemployment of the family head and unemployment of all workers in the family (table 11, p. 27, and table 12, p. 28) indicates that the employment status of members other than the family head is of relatively little economic significance. This finding confirms the conclusion that in most families the family head is the

principal wage earner and the economic security of the family is conditioned primarily by the employment status of the principal worker.

In summary, this analysis of more than half a million urban families indicates that, in terms of family composition, economic insecurity is greatest among large families, among broken families, among children in general and particularly children in one-spouse families, and among families which are without a gainful worker or in which the head of the family or all the gainful workers are unemployed. These findings emphasize the significance of the social security program in its relation to the security of children and widows and to security in employment. The former includes the programs for aid to dependent children and for maternal and child health and welfare and the protection afforded under the Federal system for old-age and survivors insurance to the survivors of insured workers and the dependents of retired workers; the latter, the employment services and unemployment compensation programs now in operation in all States. The analysis briefly outlined in these pages underscores not only the extent and severity of economic insecurity among a large and generally representative cross-section of American urban families but also the particularly severe restriction of livelihood and hence of opportunity among those on whom the Nation counts for the future—its children.

Estimates of Coverage Under Federal Retirement Programs¹

IT IS ESTIMATED that from 33.5 to 34.5 million persons will be engaged at some time in 1940 in services covered by the old-age and survivors insurance program of the Social Security Act (table 13). This is by far the largest number covered by a Federal retirement system, but substantial groups are also included under the Railroad Retirement Act and other Federal contributory or non-contributory systems such as the provisions for civil-service employees, other departmental and field employees of the Government and commissioned officers and enlisted personnel of military and naval services.

The number of gainfully occupied persons who will not be covered at any time in 1940 by a Federal retirement program cannot be estimated with any degree of accuracy, but estimates are available for the number of persons engaged in each of the excepted services at some time during the year (table 13). Agricultural pursuits account for the largest number of excepted persons. Farm operators total about 7 million persons, and the classifications of "agricultural workers" and "unpaid family workers in agriculture" each includes about 3½ or 4½ million persons.

In deriving these estimates, the employment conditions of the middle of 1940 were assumed. In order to avoid specific assumptions as to economic changes, no adjustments were made for the effect on employment of defense expenditures authorized after June 30, 1940. The categories of employment are neither mutually exclusive nor are they defined in all cases on the same basis. The estimates include duplication in count because many workers hold more than one job during a year and hence shift both within and between included and excluded employment. Because the amount of shifting is unknown and difficult to estimate the figures for each major category have not been added, since to do so would produce not the total, but rather an excess of the total, number of workers who will be so employed. Addi-

tion of even the minimum estimates for all included and excluded groups would give a total, for example, well in excess of the total gainfully occupied population of the United States.

It should be kept in mind that figures for employments included under the Federal programs do not represent the total number of persons who may have acquired rights under these programs; they indicate only the number estimated as being so employed at some time in 1940, thereby exclud-

Table 13.—Estimates of number of persons who will be engaged in services included in or excluded from Federal retirement systems at some time during the calendar year 1940¹

[Based on employment conditions as of July 1940]

Type of service	Minimum-maximum estimates (in thousands of persons)
A. Number of persons who will be in services included:	
1. Under Social Security Act as amended.....	33,500-34,500
2. Under Railroad Retirement Act.....	1,700-2,000
3. Under other Federal plans.....	1,000-1,300
B. Number of persons who will be in services excluded:	
1. Agricultural workers.....	3,300-4,500
2. Farm operators ²	6,800-7,000
3. Unpaid family workers in agriculture.....	3,500-4,500
4. Domestic servants in private homes and fraternities.....	2,200-2,500
5. Casual employees.....	1,000-3,000
6. Public employees ³	3,300-3,800
7. Workers in nonprofit organizations.....	700-900
8. Students working for certain schools and colleges ⁴	35-50
9. Employees of foreign governments and their instrumentalities ⁵	10-15
10. Student nurses and internes ⁵	5-10
11. Workers on work-relief programs.....	3,500-4,500
12. Fishermen except halibut and salmon fishermen.....	15-20
13. Newsboys ⁶	25-35
14. Miscellaneous employees ⁷	100-300
15. Self-employed persons not elsewhere included: owners, operators, and professional persons.....	4,000-4,500

¹ Figures in *Social Security Bulletin*, Vol. 2, No. 12 (December 1939), p. 83, revised to take account of data available from recent studies. Since individuals shift from one type of service to another the figures for the various categories should not be totaled, as the resultant sum exceeds the number of individuals concerned. See text for explanation.

² Includes public-school teachers, employees of State and local governments and their instrumentalities, and employees of the Federal Government and its totally owned instrumentalities not included in A. 3. A considerable number of such persons are covered by State and municipal retirement plans.

³ Includes students working for schools operated for profit in which they are students, if their remuneration does not exceed \$45 in any quarter.

⁴ Includes all such employees registered with the State Department and an estimated number of clerical and other assistants. It is assumed that most of these persons will presumably be excluded on the reciprocal basis provided in sec. 209 (b) (12) of the 1939 amendments.

⁵ Student nurses and internes not excluded as public employees in B. 6 or as workers in nonprofit organizations in B. 7.

⁶ Primarily newsboys under age 18 engaged in distributing shopping and advertising news.

⁷ Includes those categories of workers listed in sec. 209 (b) (10) (A) (i), (ii), and (iii), (B), (C), and (D) of the 1939 amendments. No estimates available for family employment excluded under sec. 209 (b) (4) of the 1939 amendments.

¹ Revises as of July 1940 estimates and discussion which appeared in *Social Security Bulletin*, Vol. 2, No. 12 (December 1939), p. 83. Further revisions will be made as 1940 census data and other information become available.

Table 14.—Estimated effect of coverage changes since 1935 on number of persons engaged at some time in 1940 in services covered by or excluded from old-age and survivors insurance¹

[Revised as of July 1940]

Type of service	Minimum-maximum estimates (in thousands of persons)
A. Number of persons engaged in services included by amendments but excluded by Social Security Act of 1935:	
1. Employees aged 65 and over in covered employment.	700- 900
2. Maritime employees ² .	170- 230
3. Employees of certain Federal instrumentalities ³ .	200- 300
B. Number of persons engaged in services specifically excluded by rulings and amendments since 1935:	
1. Agricultural workers ⁴ .	500-1,000
2. Domestic servants in fraternities.	15- 25
3. Students working for certain schools and colleges ⁵ .	35- 50
4. Employees of foreign governments and their instrumentalities ⁶ .	10- 15
5. Student nurses and internes ⁷ .	5- 10
6. Fishermen ⁸ (except halibut and salmon fishermen).	15- 20
7. Newsboys ⁹ .	25- 35
8. Miscellaneous employees ¹⁰ .	100- 300

¹ See footnote 1, table 13.

² Does not include fishermen in B. 6.

³ Includes partially owned Federal instrumentalities, national banks, and State member banks.

⁴ Persons in agricultural employment (other than work on farms for farmers) which has been determined to constitute "agricultural labor" by legal or administrative interpretation or by the 1939 amendments.

⁵ See footnote 3, table 13.

⁶ See footnote 4, table 13.

⁷ Net exclusion of student nurses and internes because of 1939 amendments is very small; most of them were already excluded under 1935 act as public employees or as employees of nonprofit institutions.

⁸ On boats of 10 net tons or less. An undetermined number of these workers was probably excluded under the 1935 act as maritime employees.

⁹ Primarily newsboys under age 18 engaged in distributing shopping and advertising news. Greater proportion of newsboys engaged in final distribution of newspapers was excluded under 1935 act.

¹⁰ See footnote 7, table 13.

ing persons who were engaged in covered services only in previous years.

The estimates are also subject to wide margins of error because of the lack of exact information as to the numbers of persons in different employments. The problems of estimating are particularly difficult for some of the minor groups for which no satisfactory figures are available. Moreover, for certain major groups, such as agricultural workers and the self-employed, the estimates are always subject to revision in the light of legal interpretations and administrative rulings with respect to the coverage of specific types of services. Estimates for each category were prepared from the most recent data available on employment within the groups, with an allowance for labor turn-over. Various governmental publications, including those of the Bureau of the Census and the Bureau of Foreign and Domestic Commerce, served as a guide in the development of estimates.

The range between the minimum and maximum estimates for the separate employment categories indicates roughly the extent to which employment data are available. If in any employment it were possible to count accurately the numbers of persons involved in the 12-month period under consideration, the range would be zero and an exact figure would be given which would take account of turn-over. Turn-over enters into the range to this extent: It is one of the factors determining the reasonable minimum and the probable maximum, but the extent of the range does not in any sense measure the amount of turn-over. The range encompasses uncertainty, resulting from the inadequacy of available information, as to both the number of jobs and the turn-over.

The attempt to estimate the net changes in coverage brought about by reason of the 1939 amendments is rendered particularly difficult by reason of the uncertainty as to the meaning of "agricultural labor" under the original 1935 act. Legal and administrative decisions interpreted this term to comprise large numbers of workers who were not employed on farms by farmers, and some such rulings and regulations were later incorporated in the amendments. Final judicial interpretations of the meaning of the original exception are still pending, and it has been so far impossible to distinguish the numbers of individuals in types of services which had been excepted previously and the numbers in services excepted by the amendments. The extension of coverage by reason of the amendments would indicate a probable net increase over the number of individuals who would have been in covered employment during part or all of the year under the 1935 act (table 14). This table must be understood as representing the number of persons engaged at some time in 1940 in these industrial categories and not the number of persons included or excluded because of coverage changes. Whenever a new occupational category is included in the program, the net gain in coverage will presumably be less than the total number of workers employed in the category at some time during the year, since some workers so engaged may also during the same year be in other covered employment.

Income Payments, 1929-39

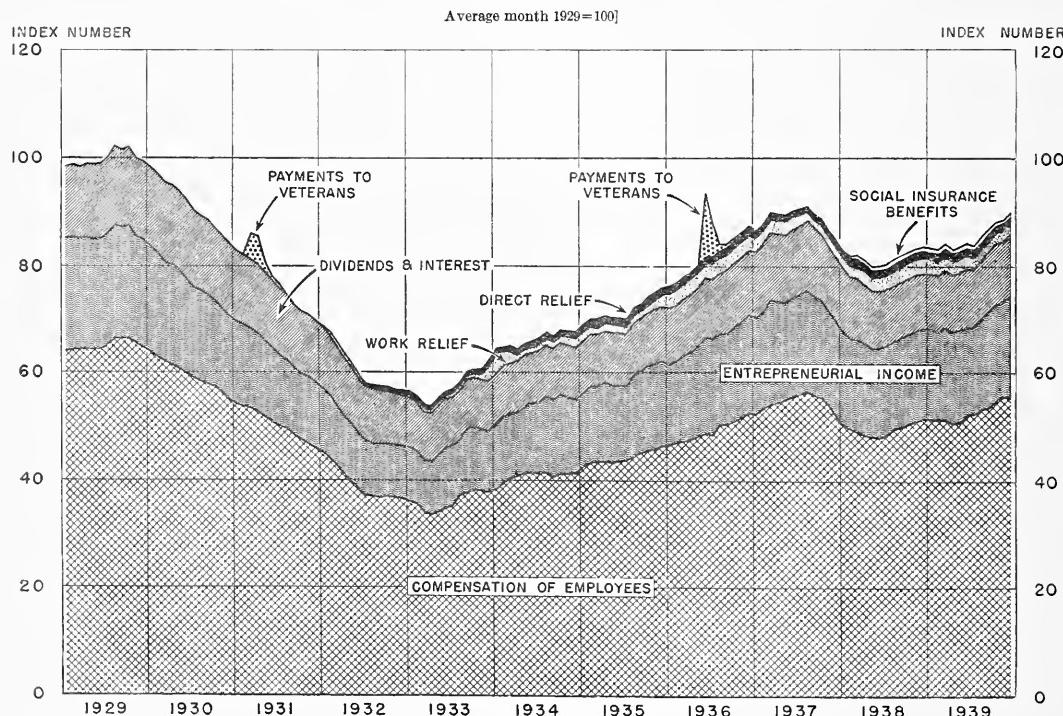
THE DEVELOPMENT of social assistance and social insurance programs since 1933 is evident from the brief summaries for each year 1933-39 in the preceding section, and the sections which follow indicate in greater detail the operation of these programs in 1939 or over a longer period. Perspective is gained, however, by relation to broad trends in the national economy. Chart 5, below, furnishes this perspective by showing for the continental United States the relationship of social insurance benefits, direct relief, and work-relief payments to other income payments (dividends and interest, entrepreneurial income, and compensation of employees) over an 11-year period, 1929-39. Classifications used for the chart are based upon figures furnished by the National Income Division of the Department of Commerce

and differ somewhat from those used elsewhere in this volume.

"Social insurance benefits" include payments under the old-age and survivors insurance programs of the Social Security Act and the Railroad Retirement Act, and under State unemployment insurance laws and the Railroad Unemployment Insurance Act, except that, before 1938, payments under the Railroad Retirement Act were included in "compensation of employees."

"Direct relief" includes payments for general relief other than work relief; payments to recipients of old-age assistance, aid to dependent children, and aid to the blind; and emergency subsistence payments to farmers by the Federal Emergency Relief Administration, Resettlement Administration, and Farm Security Administration.

Chart 5.—Index of income payments in the continental United States, 1929-39¹



¹ Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.

Source: U. S. Department of Commerce, National Income Division.

Small amounts of work relief were included in direct relief from the year 1929 through the year 1932.

"Work relief," subsequent to 1932, includes relief and nonrelief earnings on work-relief and administrative projects of the FERA; earnings under the emergency education and student-aid programs of the FERA; earnings under the Civil Works Program; earnings of enrolled and nonenrolled persons in the Civilian Conservation Corps; relief and nonrelief earnings under work programs of the Work Projects Administration, the National Youth Administration, and other Federal agencies; and earnings on State and local relief projects.

"Dividends and interest" includes cash dividends paid by incorporated business enterprises, interest paid by business enterprises, and net rents and royalties.

"Entrepreneurial income" includes the amounts withdrawn by farmers, storekeepers, professional practitioners, and other self-employed persons, from the operation of unincorporated enterprises including partnerships and cooperatives.

"Compensation of employees" includes wages and salaries (less employee contributions to Federal retirement funds), tips, commissions, bonuses, payments in kind, and payments from private pension and retirement plans; workmen's compensation benefits; annuities and refunds to Federal, State, and municipal employees; and pensions and disability benefits to veterans (excluding payments of adjusted-service compensation or "the bonus," which are charted separately as "payments to veterans").

Dividends and interest, entrepreneurial income, and compensation of employees are adjusted for seasonal variation.

Social Insurance Under Selected Programs

UNDER THE FEDERAL-STATE unemployment compensation program established in accordance with the Social Security Act and the special Federal system administered under the Railroad Unemployment Insurance Act, the major part of the population in industrial and commercial employment in the United States is protected against certain wage losses occasioned by unemployment. An even larger proportion has or is acquiring insurance protection under the old-age and survivors insurance provisions of the Social Security Act and the Railroad Retirement Act. Total

payments under these four programs increased from \$44 million in 1937 to \$505 million in 1938 and nearly \$560 million in 1939 (table 15 below). Through these programs social insurance has already become a significant factor in the national economy with respect both to the total amount paid to beneficiaries and the numbers of persons who receive such payments. With the development of Federal old-age and survivors insurance, under which monthly benefits were not payable until 1940, it obviously will be of greatly increasing importance in future years.

Table 15.—Social insurance payments under selected programs, calendar years 1936-39, and by months 1938-39¹

[Revised as of July 1, 1940]

[In thousands]

Year and month	Total	Old-age and survivors insurance payments ²						Unemployment insurance payments		
		Under the Social Security Act		Under the Railroad Retirement Act				Total	Under State unemployment compensation laws ³	Under the Railroad Unemployment Insurance Act ⁴
		Total	Lump-sum payments at age 65	Employee annuities	Pensions to former carrier pensioners	Survivor and death-benefit annuities	Lump-sum death payments			
1936 total.....	\$816	\$685	-----	-----	\$683	-----	\$2	-----	\$131	\$131
1937 total.....	43,855	41,723	\$651	\$627	20,857	^ \$19,144	444	-----	2,132	2,132
1938 total.....	505,319	108,918	4,706	5,772	66,359	30,390	1,401	\$290	396,401	396,401
January.....	9,044	7,753	345	400	4,250	2,665	93	(*)	1,291	1,291
February.....	26,611	21,176	247	318	3,913	2,631	66	1	19,435	19,435
March.....	52,283	8,423	355	481	4,890	2,600	95	2	43,860	43,860
April.....	45,998	9,388	370	454	5,812	2,589	157	6	36,610	36,610
May.....	47,246	8,640	367	439	5,147	2,540	134	13	38,606	38,606
June.....	49,117	9,297	364	498	5,790	2,532	103	10	39,820	39,820
July.....	47,585	9,065	338	448	5,602	2,537	122	18	38,520	38,520
August.....	56,879	9,397	353	444	5,928	2,459	119	34	47,482	47,482
September.....	51,314	9,730	454	558	6,053	2,473	151	41	41,584	41,584
October.....	45,230	9,959	503	579	6,275	2,455	113	34	35,271	35,271
November.....	35,000	10,098	500	575	6,399	2,449	136	39	27,902	27,902
December.....	36,012	9,992	480	578	6,300	2,430	112	92	26,020	26,020
1939 total.....	560,140	124,553	4,574	9,321	79,814	27,468	1,450	1,926	435,587	429,820
January.....	39,307	10,104	559	696	6,210	2,406	110	123	29,203	29,203
February.....	45,059	10,314	518	651	6,491	2,333	108	163	34,745	34,745
March.....	59,637	10,764	700	841	6,499	2,343	140	241	48,873	48,873
April.....	44,157	10,699	658	808	6,554	2,329	128	222	33,458	33,458
May.....	50,627	10,697	709	816	6,577	2,306	125	164	39,930	39,930
June.....	53,787	10,626	673	845	6,629	2,288	138	153	43,161	43,161
July.....	46,298	10,425	620	703	6,601	2,270	125	106	35,873	35,896
August.....	55,667	10,154	137	816	6,679	2,248	112	162	45,513	44,491
September.....	45,076	10,090	-----	793	6,755	2,299	126	117	34,986	33,656
October.....	37,907	10,240	-----	806	6,914	2,220	109	191	27,667	26,690
November.....	39,692	10,371	-----	891	6,989	2,200	121	170	29,321	28,369
December.....	42,926	10,069	-----	655	7,016	2,176	108	114	32,857	31,643

¹ Payments to individual beneficiaries under the programs; figures exclude cost of administration.

² Amounts certified to the Secretary of the Treasury for payment. Payments under the Social Security Act for any month represent vouchers certified during the month, including retroactive payments, minus cancellations reported during the month. Payments under the Railroad Retirement Act for any month represent vouchers certified through the 20th of the month, including retroactive payments, minus cancellations reported; data revised since publication of detailed figures in *Social Security Bulletin*, July 1939 and March 1940.

³ Amount of checks issued, as reported by the State agencies to the Division of Research and Statistics, Bureau of Employment Security. Figures are gross payments and do not reflect cancellations and refunds. The number of

jurisdictions making such payments has increased as follows: 1936 and 1937, 1; 1938: January, 16; February, 23; April, 25; July, 26; August, 28; September, 29; December, 31; 1939: January, 48; February, 49; July, 51. Operations were suspended in South Dakota July 28 to Sept. 26, 1939.

⁴ Amounts certified by regional offices of the Railroad Retirement Board to regional disbursing officers of the Treasury. Figures for any month represent vouchers certified during the month, including retroactive payments minus cancellations reported during the month.

⁵ Represents payments for latter half of 1937 only.

⁶ Less than \$500.

⁷ Included \$1.2 million paid in Ohio as adjustments on payments for previous months of 1939, resulting from recalculation of weekly benefit amounts in accordance with a court decision.

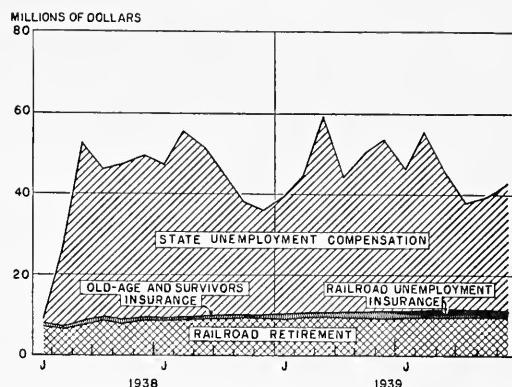
Even for past years, however, the amounts given above do not reflect the importance of social insurance if consideration is given also to related public systems to insure workers against wage loss occasioned by old age or disability. For more than a generation payments have been made to injured workers under State workmen's compensation laws, and for a similar period retirement payments and, in some instances, disability payments have been made to public employees under systems maintained by Federal, State, and local governments. All these programs share in the characteristics of social insurance in that they are public systems which provide for specified payments to covered workers, determined by records of previous employment or wages and financed by contributions from employers and employees, in some instances supplemented by contributions from general revenues. Under such a definition of social insurance, there might also be included the annual payments totaling nearly \$400 million to disabled veterans of the World War and to survivors of such veterans, since the right to these payments arises from specified "employment." No comprehensive data are yet available currently on payments under workmen's compensation laws or retirement systems for public employees. It may be estimated that the former represent about \$250 million a year; the latter, about \$180 million. In all, therefore, insurance payments in 1939 under the social security programs and other public programs probably represented a total of nearly \$1.4 billion.¹

Because of the limitations of the data now available, this summary of social insurance payments and beneficiaries in the years 1937-39 relates only to the programs for unemployment insurance and old-age and survivors insurance established under the Social Security Act and related State legislation and under the Federal legislation for railroad workers.²

Benefits Under the Four Programs

In 1937 to 1939 the only payments under the old-age insurance provisions of the Social Security Act were lump-sum payments to covered workers

Chart 6.—Social insurance payments under selected programs, 1938-39¹



¹ For data on which chart is based see table 15, p. 34.

at age 65 and to survivors of deceased workers, based on the workers' wages in covered employment after December 31, 1936. These payments were relatively insignificant, aggregating only \$10.5 million in 1938 and \$13.9 million in 1939, or 2 percent of total payments under the four programs. With the beginning, in 1940, of monthly benefits to retired aged workers and the added payments for certain types of dependents and survivors, the total payments made under the old-age and survivors insurance program of the Social Security Act will be relatively more significant. Eventually such payments will undoubtedly constitute the largest element in social insurance payments in the United States.

By 1937, the railroad retirement program was providing employee annuities for retired aged workers and for disabled workers who met certain age or service requirements; pensions to former pensioners under private retirement plans operated by the railroads; survivor annuities to the surviving spouses of employee annuitants who elected reduced annuities during their own lifetimes; and death-benefit annuities to next-of-kin of annuitants under the Railroad Retirement Act of 1935 (for 12 months only), as well as lump-sum death payments to survivors of covered workers similar to the lump-sum payments under the 1935 provisions of the Social Security Act. During 1938 and 1939 payments under the Railroad Retirement Act constituted a fairly constant and considerable outlay, aggregating \$98.4 million in 1938 and \$110.7 million in 1939, or approximately 20 per-

¹ The classification used here differs from that on which are based the indexes of income payments in chart 5, p. 32.

² For sources of more detailed data, see Social Insurance in General under Bibliographic Notes—General, and entries for Railroad Retirement Act and Railroad Unemployment Insurance Act under notes for Old-Age and Survivors Insurance and Employment Security.

cent of the total under the four programs. By far the largest proportion of these payments have been made to retired workers. In 1939, 72 percent of total railroad retirement payments to individuals went to employee annuitants and 25 percent to pensioners. The three types of payments to survivors together constituted only 3 percent of the total. While the payments to employee annuitants are not separable by type of annuity, some indication of the distribution of the payments during the calendar year 1939 is furnished by data on the number and amount of annuities in force on June 30, 1939. The 90,162 annuities, on which a total of \$5,895,234 was payable monthly, were distributed as follows:

Type of annuity	Percent of annuitants	Percent of annuities
Age annuities, 65 or over	79.9	79.1
Age annuities, 60-65 ¹	4.0	3.9
Disability annuities, 30 years of service	12.1	14.8
Disability annuities, aged 60-65 years, less than 30 years of service ¹	4.0	2.2

¹ Annuity reduced for each calendar month by which annuitant is under 65 at time of accrual.

The largest amounts of social insurance benefits in 1938 and 1939, aggregating nearly \$400 million in 1938 and \$430 million in 1939, were paid by State unemployment compensation agencies. Benefits under the Railroad Unemployment Insurance Act, first payable in July 1939 to unemployed railroad workers who had formerly been covered by State unemployment compensation laws, aggregated \$5.8 million and constituted about 1 percent of the payments to individuals under these four programs in 1939.

Since the unemployment compensation payments account for three-fourths of the social insurance payments reported for both 1938 and 1939, the fluctuations in total payments from month to month are influenced most by the fluctuations in the unemployment compensation payments. Chart 6, page 35, indicates a general increase in payments under the Railroad Retirement Act during the period, a general increase in lump-sum payments under the Social Security Act until the August 1939 amendment which

Table 16.—Individuals receiving social insurance payments under selected programs, by months, 1938-39

[In thousands]

Year and month	Old-age and survivors Insurance beneficiaries						Unemployment insurance beneficiaries	
	Under the Social Security Act		Under the Railroad Retirement Act				Under State unemployment compensation laws ⁴	Under the Railroad Unemployment Insurance Act ⁴
	Lump-sum payments at age 65	Lump-sum death payments	Employee annuities ¹	Pensions to former carrier pensioners ¹	Survivor and death-benefit annuities ^{1,2}	Lump-sum death payments ³		
1938								
January	10.8	12.7	44.5	46.0	1.0	(6)		
February	6.9	9.4	47.2	45.5	1.1	(6)		
March	9.1	12.8	51.1	45.1	1.1	0.1		
April	8.1	11.2	56.4	44.7	1.4	1		
May	7.3	10.0	59.1	44.3	1.4	2		
June	7.1	10.9	62.9	43.9	1.5	2		
July	6.1	8.9	65.6	43.5	1.5	3		
August	6.6	8.2	68.8	43.2	1.6	6		
September	7.4	9.7	71.7	42.9	1.8	7		
October	7.8	9.7	74.5	42.5	1.9	5		
November	7.4	9.3	77.4	42.3	2.0	6		
December	7.2	9.0	79.6	41.9	2.0	1.4		
1939								
January	8.3	10.5	81.4	41.5	2.1	1.7	657.2	
February	7.7	9.7	83.5	41.1	2.2	1.9	769.8	
March	9.5	12.1	85.5	40.6	2.3	2.6	833.2	
April	8.4	11.0	87.1	40.2	2.4	2.2	685.1	
May	8.6	10.6	88.7	39.9	2.5	1.6	776.0	
June	7.9	10.3	90.2	39.5	2.6	1.3	802.2	
July	7.4	8.3	91.5	39.1	2.6	.8	764.9	18.3
August	1.5	9.4	92.7	38.8	2.6	1.2	797.2	30.5
September		8.6	94.0	38.6	2.7	.9	729.9	50.2
October		8.6	95.5	38.2	2.7	1.3	501.7	30.5
November		9.4	97.0	37.9	2.7	1.2	637.0	28.3
December		6.8	98.5	37.5	2.8	.7	658.3	37.3

¹ Number of individuals on the rolls at end of specified month, based on month in which annuity or pension was certified or terminated upon notice of death rather than on month in which annuity or pension began to accrue or beneficiary died.

² Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

³ Based on months ended on 20th calendar day; 2 or more individuals sharing 1 lump-sum payment are counted as 1.

⁴ Number of individuals receiving benefits during middle week of specified month, except that for 5 States in January and 1 in February and March number of payments in the middle week is substituted for the number of individuals receiving payments, and that for 9 States beginning benefit payments in January number of payments in the final week of January is included. Data for 1938 not available.

⁵ Number of individuals receiving benefits during second and third weeks of month, for days of unemployment in registration periods of 15 consecutive days.

⁶ Less than 50.

abolished lump-sum payments to workers at age 65, and extreme fluctuations in the curve of unemployment benefits. As a short-term program, unemployment compensation will undoubtedly always show wider fluctuations in amount of payments than the programs for old-age and survivors insurance. The pattern for each benefit year for unemployment compensation will be influenced by seasonal unemployment and by exhaustion of benefit rights. In addition, in these first 2 years, many special administrative factors contributed to the large fluctuations. These factors included the different periods at which benefit-payment operations began in different States (pp. 107, 122), the delays in benefit payments resulting from unexpected volumes of claims in States beginning benefit operations in the depressed months of 1938, and the provision in many State laws at that time for quarterly redetermination of benefit rights.

Beneficiaries Under the Programs

The beneficiaries under these four social insurance programs include individuals receiving a single lump-sum payment or drawing unemployment compensation for a week or two as well as those on retirement or survivors annuity rolls for life. A total of recipients of such diverse types of payments would be meaningless; hence table 16, page 36, indicates the number of beneficiaries for each program and for certain types of payments under the old-age and survivors programs, separately.

The numbers receiving lump-sum payments under either the Social Security Act or the railroad retirement program have varied with the length of the month and with various administrative factors; in no month in 1939 did the total number of recipients of lump-sum payments under the two programs exceed 25,000. The numbers receiving monthly payments under the Railroad Retirement Act as measured by the number on the rolls at the end of each month show the steady growth of the system. The total number of annuitants and pensioners totaled nearly 140,000 at the end of 1939. As would be expected, the number of pensioners transferred from the pension rolls of the railroads is steadily decreasing because of deaths among this group, whose average age was 75 in July 1939. The decrease in pensioners, however, is more than offset by the increase in employee annuitants.

It is estimated that during 1939 between 4.8

million and 5 million workers received at least one unemployment compensation payment (see p. 111). The monthly trend is shown in table 16, page 36, in terms of the number of individuals receiving benefits during the middle week of each month, varying, as did the payments under this program, from a high of more than 833,000 beneficiaries in March to a low of 502,000 in October.

During the 6 months of operation of the special railroad unemployment insurance program nearly 97,000 individuals were certified for one or more benefit payments. Since these payments are for days of unemployment within any period of 15 consecutive days, the number of payments in 1 week of the month is no measure of the number of railroad workers who receive benefits during the month. Measured in terms of the number of payments in the second and third week of the month, the monthly rolls varied from 18,000 in July to 50,000 in September.

State Distribution of 1939 Payments

Table 17, page 38, shows the distribution by States of the \$560 million paid in social insurance benefits in the calendar year 1939. This table is significant in that it indicates the contribution to the income of State residents from these social insurance programs. Special estimates were made for the Federal Railroad Retirement Board programs, which are not ordinarily reported on a State basis. These estimates assume a distribution for the calendar year 1939 similar to the actual distribution of each type of monthly benefit in force on June 30, 1939, by the State to which the first check was mailed, ignoring interstate movements of annuitants and pensioners after the first payment. The railroad unemployment insurance figures are based on current mailing addresses of beneficiaries and are estimated from a 20-percent sample of certifications for each day in each regional office. State unemployment compensation payments are classified by the paying State with no adjustment for out-of-State payments to commuters or to former workers who have moved to other States where they file claims under the interstate claims procedure. For most States, payments as liable State to out-of-State workers balance payments coming into the State from other State employment security agencies during a year. For most States also, according to available statistics on interstate claims the payments made to

Table 17.—Social insurance payments under selected programs, by States, calendar year 1939¹

[In thousands]

State	Total	Old-age and survivors insurance payments						Unemployment insurance payments			
		Under the Social Security Act		Under the Railroad Retirement Act				Total	Under State unemployment-compensation laws ²	Under the Railroad Unemployment Insurance Act ³	
		Total	Lump-sum payments at age 65 ²	Lump-sum death payments ²	Employee annuities ²	Pensions to former carrier pensioners ⁴	Survivor and death-benefit annuities ²				
Total	\$559,850	\$124,263	\$4,574	\$9,321	\$79,541	\$27,484	\$1,445	\$1,898	\$435,587	\$429,820	\$5,767
Alabama	5,747	1,355	35	111	1,046	112	23	28	4,392	4,295	97
Alaska	374	18	1	6	0	0	(1)	356	346	10	10
Arizona	1,882	333	10	25	230	60	6	1,550	1,324	26	26
Arkansas	2,911	991	13	46	749	145	18	20	1,920	1,816	104
California	45,537	6,694	276	609	3,686	1,967	18	92	38,843	38,592	251
Colorado	5,054	1,480	40	64	981	365	15	24	3,565	3,471	94
Connecticut	6,236	1,103	117	174	522	260	13	17	5,186	5,121	15
Delaware	1,353	500	13	21	326	230	1	5	754	712	42
District of Columbia	1,901	448	19	46	271	95	6	11	1,453	1,437	16
Florida	5,263	1,535	33	82	1,102	192	15	20	3,728	3,504	224
Georgia	4,882	1,525	44	117	1,102	192	26	44	3,357	3,240	117
Hawaii	332	43	9	16	16	0	0	2	289	287	2
Idaho	2,510	316	10	22	193	83	4	4	2,194	2,170	24
Illinois	26,506	9,186	351	803	5,987	1,734	139	172	17,320	16,797	523
Indiana	15,259	4,846	134	239	3,299	1,042	66	66	10,413	10,254	159
Iowa	8,711	3,309	64	100	2,427	633	48	37	5,402	5,262	140
Kansas	4,888	2,445	33	71	1,741	530	33	37	2,443	2,388	155
Kentucky	7,154	2,162	50	122	1,572	348	29	41	4,902	4,867	125
Louisiana	7,000	962	35	100	622	173	13	19	6,038	5,940	98
Maine	3,897	788	35	47	533	145	17	11	3,109	3,044	65
Maryland	8,256	2,442	63	151	1,481	695	16	36	5,814	5,764	50
Massachusetts	23,021	3,230	273	394	1,563	616	39	45	19,791	19,694	97
Michigan	40,837	3,531	189	465	2,036	743	46	52	37,306	37,161	145
Minnesota	11,184	3,430	87	144	2,273	533	46	48	7,754	7,601	153
Mississippi	2,338	816	11	36	587	159	9	14	1,522	1,447	75
Missouri	9,751	4,039	136	230	2,768	788	54	63	5,712	5,465	247
Montana	1,473	675	17	41	497	102	7	11	798	765	33
Nebraska	2,717	1,347	23	42	795	447	18	22	1,370	1,303	65
Nevada	951	126	4	8	91	18	2	2	825	816	9
New Hampshire	2,183	612	22	32	462	81	11	4	1,571	1,553	18
New Jersey	19,980	4,965	252	465	2,881	1,251	42	74	15,015	14,911	104
New Mexico	1,560	306	4	15	208	71	4	4	1,254	1,226	28
New York	91,014	10,531	601	1,353	6,029	2,268	109	171	80,483	79,949	534
North Carolina	5,594	1,121	41	132	788	106	29	25	4,473	4,412	61
North Dakota	934	350	5	13	242	78	3	9	584	545	39
Ohio	32,536	8,630	364	648	5,432	1,958	77	121	23,906	23,687	219
Oklahoma	5,202	837	30	84	597	102	10	14	4,365	4,244	121
Oregon	5,148	1,034	38	74	648	253	8	13	4,114	4,073	41
Pennsylvania	73,563	18,427	552	951	11,525	5,057	147	195	55,136	54,676	460
Rhode Island	5,259	449	56	76	195	108	10	4	5,810	5,805	5
South Carolina	2,773	589	18	66	442	40	12	11	2,184	2,146	38
South Dakota	720	304	8	13	234	40	4	5	416	394	22
Tennessee	6,722	2,013	39	119	1,560	217	43	35	4,709	4,582	127
Texas	14,394	3,393	76	279	2,284	685	33	86	11,001	10,665	336
Utah	2,252	517	15	31	388	113	8	12	1,735	1,696	39
Vermont	1,007	416	16	21	306	62	6	5	591	575	16
Virginia	7,182	2,582	57	132	1,760	562	30	61	4,600	4,493	107
Washington	8,127	1,918	72	132	1,533	316	21	24	6,209	6,153	56
West Virginia	6,057	1,748	51	130	1,151	379	11	26	4,309	4,220	89
Wisconsin	6,670	2,803	126	191	2,013	477	48	38	3,777	3,676	101
Wyoming	1,411	237	5	14	145	64	3	6	1,174	1,154	20
Foreign	633	608	1	15	386	193	7	6	25	-----	25

¹ Payments to individual beneficiaries under the program; figures exclude cost of administration. Payments under the Social Security Act for any month represent vouchers certified to the Secretary of the Treasury during the month, including retroactive payments, minus cancellations reported during the month. Payments under the Railroad Retirement Act differ from revised figures in table 15; they represent vouchers certified to the Secretary of the Treasury during the month, including retroactive payments, minus cancellations reported during the month. See table 15 (footnotes 3 and 4) for explanation of items included in unemployment insurance payments.

² By State of residence of beneficiary.

³ Estimated; total payments for calendar year distributed by States on

basis of percentage distribution of all annuities and pensions in force June 30, 1939, by State to which first check was mailed.

⁴ Estimated; total payments for calendar year distributed by States on basis of percentage distribution of all lump-sum payments certified through June 30, 1939, by State to which check was mailed.

⁵ By State by which payment was made.

⁶ Estimated; based on distribution of 20-percent sample of certifications for each day in each regional office by State of residence as given in mailing address of beneficiary.

⁷ Less than \$500.

out-of-State workers represent a small proportion of total payments.

The 10 most populous States,³ with 52.3 percent of the population of the country, accounted for 67.5 percent of the payments in 1939. Most of these 10 States are highly industrialized, with a higher than average proportion of their workers covered by these social insurance programs. Aggregate payments under the four programs in New York amounted to \$91.0 million or 16.3 percent of the total payments in the continental United States. Pennsylvania was next with \$73.6 million or 13.2 percent. California, Michigan, and Ohio followed with \$45.5, \$40.8, and \$32.5 million, respectively. The Illinois figure of \$26.5 million would have been greater if unemployment benefits had been payable in that State throughout the year.

The State distributions of the various types of payments follow different patterns. The State unemployment compensation payments show the greatest concentration in the 10 most populous States—70.3 percent of the total—and railroad unemployment insurance, the least—50.9 percent of the total. These 10 States are in general high-wage States, and the relatively high total of unemployment compensation payments in these States reflects both the amount of compensable unemployment and the level of wages upon which the benefits were based.

³ In order of population, New York, Pennsylvania, Illinois, Ohio, Texas, California, Michigan, Massachusetts, New Jersey, and Missouri. Omitting Illinois, Texas, and Missouri, where the proportion of total payments was less than the proportion of total population, 7 States with 38.3 percent of the population accounted for 58.5 percent of the payments. Population figures estimated, as of July 1, 1937, by the U. S. Bureau of the Census.

The smaller degree of concentration for railroad unemployment insurance reflects a wider geographic dispersion of employment and greater uniformity of wage scales in the railroad industry, as well as special characteristics of payments for the last 6 months of the year only. A full year's benefits would undoubtedly show a different distribution by States because of differences between the various sections of the country in the seasonality of unemployment in the railroad industry.

State distributions of all payments under the Railroad Retirement Act are influenced by the distribution of railroad employees resulting from the location of railroad headquarters and division points. For each type of benefit, payments to beneficiaries in Pennsylvania, for instance, exceed those in New York. The State distribution of pensions shows considerable variation from that of annuities, principally because of the uneven distribution of private pension plans under which these pensioners were originally retired and because of differences in their benefit provisions.

Lump-sum payments under the Social Security Act show much more concentration in the populous States than similar payments under the Railroad Retirement Act—66.9 in contrast to 56.7 percent. This variation is probably due in part to the different distribution of covered workers under the two acts and in part to the absence of regional wage differentials for skilled trades in the railroad industry. Under both acts lump-sum payments are a percentage of aggregate wages in covered employment after December 31, 1936.

• III •

OLD-AGE AND SURVIVORS INSURANCE



Applicants for Account Numbers, 1936-39

ONE OF THE FIRST operations in the establishment of Federal old-age insurance under the Social Security Act was the assignment of account numbers to the millions of workers to be covered by the program. Some identification other than a worker's name was necessary to distinguish his wage record so that—in spite of transfers from one job to another, from State to State, or to and from covered employment—his account might contain a complete record of the taxable wages reported for him by his employers. An account designated by number is set up in the Baltimore office of the Social Security Board for each applicant; the coding system used in assigning account numbers is such that the number assigned indicates the State in which the worker was located when he applied and the approximate date of his application. Employer reports of wages paid to workers in covered employment list each employee by account number as well as by name. State agencies also require the use of these account numbers to identify the wage records of workers covered by State unemployment compensation laws.

Total Numbers Assigned

A total of 47.7 million account numbers had been assigned by the end of 1939 (table 1 below). This number is a net figure, after deduction of voided applications and numbers canceled because of known duplication. Nearly half of the applications were received during the first 3 months of

Table 1.—Old-age and survivors insurance: Distribution of applications for account numbers by months, 1936-39

Month	1936	1937	1938	1939
Total	17,201,720	20,023,621	6,319,075	5,568,060
January	5,987,066	691,945	433,670	
February	1,177,171	500,487	338,310	
March	1,622,751	507,423	370,571	
April	1,028,917	487,848	358,257	
May	1,025,546	451,631	367,656	
June	2,253,300	495,836	501,524	
July	1,907,746	500,017	494,411	
August	1,591,504	618,553	548,840	
September	1,063,444	528,022	502,437	
October	963,730	547,030	614,370	
November	300,000	713,024	456,924	536,712
December	16,901,720	689,422	473,359	501,302

¹ Gross figures; the cumulative total for the years 1936-39, 49,112,476, is reduced by 1,377,919, representing cancellations and voids plus reinstatements, to give a net total of 47,734,557 account numbers.

the assignment program initiated by the Social Security Board in cooperation with the Post Office Department in November 1936. In June 1937, as a result of an agreement between the Board and the Works Progress Administration, numbers were assigned to workers on WPA projects. At approximately the same time the Board authorized the assignment of account numbers to workers in domestic service in private homes, to workers aged 65 and over, and to others who might be covered by State unemployment compensation laws though not by the Federal old-age insurance system. Many unemployed work-

Table 2.—Old-age and survivors insurance: Percentage distribution of applications for account numbers in specified periods by age of applicants, 1936-39¹

Period, sex, and race	Total	Age (years) ²								
		Under 15	15-19	20-24	25-34	35-44	45-54	55-64	65 and over	
November 1936-December 1937: ³										
Total	100.0	0.2	9.3	18.2	28.7	20.1	13.7	6.8	1.1	1.9
Male	100.0	.2	7.7	15.9	28.0	21.2	15.5	8.1	1.4	2.0
Female	100.0	.1	13.4	24.3	30.3	17.2	9.2	3.6	.4	1.5
White	100.0	.2	9.5	18.5	28.6	20.0	14.0	7.1	1.1	1.0
Negro	100.0	.3	7.4	16.7	31.5	23.0	12.1	5.4	1.0	2.6
Other	100.0	.2	5.2	7.9	15.1	9.4	5.0	2.2	.3	54.7
January-June 1938:										
Total	100.0	.5	18.1	19.3	23.2	15.9	11.7	6.9	4.1	.3
Male	100.0	.6	16.8	17.8	21.8	15.9	12.9	8.3	5.5	.4
Female	100.0	.2	20.8	22.5	26.0	15.9	9.1	4.0	1.2	.3
White	100.0	.5	19.1	19.2	22.1	15.3	11.9	7.2	4.4	.3
Negro	100.0	.3	12.4	20.1	29.3	19.3	10.8	5.0	2.1	.7
Other	100.0	.3	9.6	17.5	29.8	19.4	11.4	5.4	3.0	3.6
July-December 1938:										
Total	100.0	1.1	29.6	18.8	20.1	13.2	9.2	5.2	2.2	.6
Male	100.0	1.3	28.2	18.5	19.1	12.9	10.0	6.4	3.1	.5
Female	100.0	.6	32.0	19.4	21.7	13.6	7.8	3.4	.8	.7
White	100.0	1.1	31.6	18.3	18.9	12.7	9.2	5.4	2.3	.9
Negro	100.0	.8	18.9	22.3	26.9	16.1	8.8	3.9	1.4	.9
Other	100.0	1.7	22.0	17.1	27.4	16.6	9.0	4.2	1.6	.4
January-June 1939:										
Total	100.0	.5	28.8	20.2	20.0	13.5	9.4	5.5	2.0	.1
Male	100.0	.7	27.5	20.0	18.7	13.1	10.3	6.8	2.7	.2
Female	100.0	.3	30.9	20.5	22.1	14.1	7.8	3.3	.9	.1
White	100.0	.5	30.7	19.9	18.9	12.9	9.3	5.6	2.1	.5
Negro	100.0	.6	16.9	22.6	27.1	16.9	9.3	4.4	1.7	.5
Other	100.0	.5	14.6	17.6	29.0	19.5	10.9	6.1	1.4	.4
July-December 1939:										
Total	100.0	.9	35.7	17.3	18.1	12.3	8.2	4.6	2.8	.1
Male	100.0	1.3	34.4	17.2	16.6	11.6	8.8	5.7	4.2	.2
Female	100.0	.3	37.4	17.4	20.1	13.3	7.4	3.1	.9	.1
White	100.0	.9	37.7	16.6	17.1	11.9	8.2	4.7	2.9	.1
Negro	100.0	.8	22.5	22.2	24.8	15.0	8.3	3.9	1.7	.8
Other	100.0	1.1	25.8	16.9	23.5	17.0	8.9	4.5	1.8	.5

¹ Based on actuarial cards prepared from gross account numbers issued and, during periods specified, placed in alphabetical file.

² For November 1936-December 1937, age as of July 1, 1937; for January 1938-December 1939, age at birthday nearest July 1 of year of application.

³ Based on 10-percent sample of applications for account numbers issued.

Table 3.—Old-age and survivors insurance: Percentage distribution of applications for account numbers in specified periods by sex and race of applicants, 1936-39¹

Sex and race	November 1936-December 1937 ²	January-June 1938	July-December 1938	January-June 1939	July-December 1939
Sex, total.....	100.0	100.0	100.0	100.0	100.0
Male.....	72.6	67.0	60.9	61.5	57.5
Female.....	27.4	33.0	39.1	38.5	42.5
Race, total.....	100.0	100.0	100.0	100.0	100.0
White.....	91.0	85.3	84.4	86.4	86.9
Negro.....	7.6	13.7	14.4	12.7	12.3
Other.....	1.4	1.0	1.2	.9	.8

¹ Based on actuarial cards prepared from gross account numbers issued and, during periods specified, placed in alphabetical file.

² Based on 10-percent sample of applications for account numbers issued.

ers also applied for account numbers on the theory that their chances for employment would be enhanced by the possession of the social security account cards issued by the Board.

For these various reasons the net totals of account numbers must not be considered a count of individuals who are or have been in covered employment. Despite the fact that the absolute number of applicants represents a larger total than the number of workers with wage records, the characteristics of applicants for account numbers are of interest for the light they throw upon the age, sex, and race distributions of persons who are either regularly or intermittently in covered employment and those who hope, through subsequent employment, to gain the protection of the old-age and survivors insurance system. With the growing maturity of the program, new applicants may reflect accessions to the labor market in the wide range of employments covered.

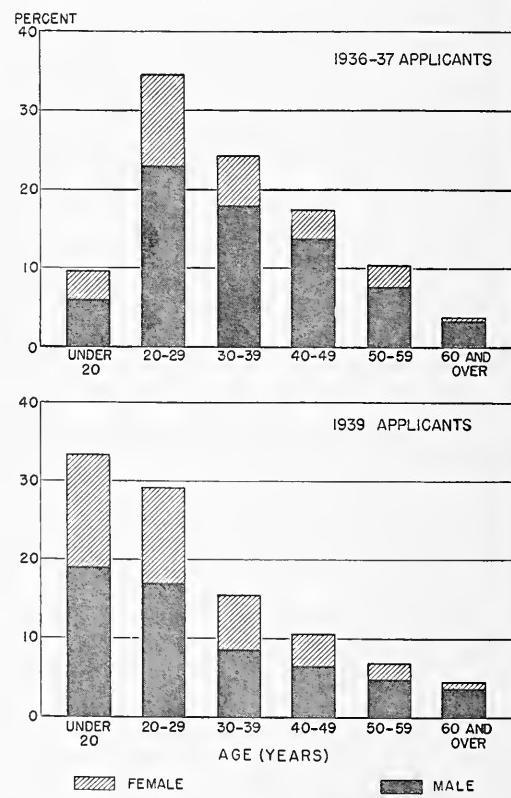
With the establishment of its field offices, the Board took over from the post offices the responsibility for assigning account numbers. After the first rush of enumeration had subsided and accounts were set up for the applicants, it was possible to clear the record of voided numbers and to correct for multiple numbers assigned to the same individual. The gross figures, however, are useful in measuring the accessions to the labor market or to the program (table 1, p. 43). These figures indicate that an average of more than 520,000 accounts a month were established in 1938 and an average of more than 460,000 in 1939. The average during August-November 1939 rose to 550,000 a month, largely as a result of the 1939 amendments to the Social Security Act which included

under the provisions for old-age and survivors insurance services of workers aged 65 and over in covered employment, bank employees, and seamen.

Characteristics of Applicants

The age distribution of applicants for account numbers has shifted markedly since the inception of the program (table 2, p. 43, and chart 1 below). In the initial period November 1936-December 1937, only 9.3 percent of the applicants were in the age group 15-19, while more than two-thirds of the applicants were 20-44 years old. In the latter half of 1939, 35.7 percent of the applicants were in the age group 15-19, and more than half were aged 15-24. This change in the age composition of the groups applying for account numbers was to be expected, since the yearly addi-

Chart 1.—Old-age and survivors insurance: Age and sex distribution of applicants for account numbers in 1936-37 and in 1939¹



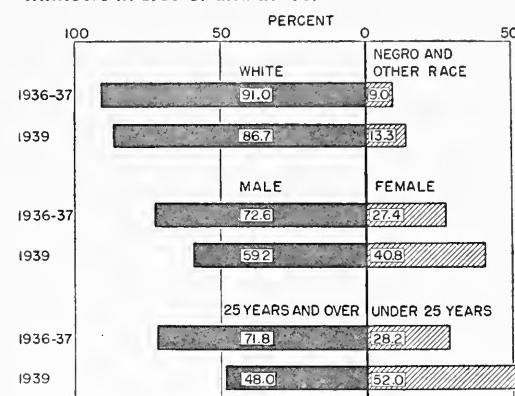
¹ See tables 2 and 4, pp. 43 and 45.

tions to the labor market are normally heavily weighted by persons seeking their first jobs. Were it not for the other sources of additions to the covered population, i. e., persons unemployed, not in the labor market, or engaged in noncovered employment, the applicants for account numbers, after the initial period, would consist almost exclusively of young persons seeking or holding jobs for the first time. It is impossible at present to determine the relative numerical importance of each of these groups in the total for any period.

The distribution of applicants by sex and by race is shown in table 3 (p. 44) and in chart 2. Women comprised 42.5 percent of the total number of applicants during the last 6 months of 1939 as compared with 39.1 percent during the corresponding period in 1938 and 27.4 percent during the period November 1936–December 1937.

The percentage of Negroes declined slightly in the first and second halves of 1939 from their proportion during corresponding periods of 1938. The percentage of Negroes among total applicants during 1938 and 1939 was nearly twice as large as that for the initial period November 1936–December 1937. In the early period women of all races and male Negroes, either because of their own or their employers' ignorance of the require-

Chart 2.—*Old-age and survivors insurance: Age, sex, and race distributions of applicants for account numbers in 1936-37 and in 1939*¹



¹ See tables 2 and 4, pp. 43 and 45.

ments, apparently lagged behind white males in applying for account numbers. Another factor which may account for the shift is the movement into and out of covered industry, which is much greater among women and Negroes than among white males. There has been a tendency on the part of some workers, especially some Negroes, to apply for a new account number with each reentry into covered employment.

Table 4.—*Old-age and survivors insurance: Distribution of applications for account numbers by age,¹ sex, and race of applicants, 1939²*

Age (years)	Total				Male				Female			
	Total	White	Negro	Other	Total	White	Negro	Other	Total	White	Negro	Other
Total....	1,945,216	5,154,094	740,963	50,159	3,522,519	2,990,544	494,746	37,229	2,422,697	2,163,550	246,217	12,830
Under 15.....	43,261	37,361	5,468	432	36,376	31,226	4,841	309	6,885	6,135	627	123
15-19.....	1,942,260	1,783,930	147,948	10,382	1,100,892	984,798	109,880	6,214	841,365	799,132	38,068	4,168
20-24.....	1,102,818	928,606	165,570	8,642	650,194	532,509	112,031	5,654	452,624	396,097	53,539	2,988
25-29.....	635,230	515,152	112,819	7,259	350,810	275,812	69,329	5,669	284,420	239,340	43,490	1,590
30-34.....	490,747	406,239	78,725	5,783	265,196	216,231	47,225	4,740	222,551	190,008	31,500	1,043
35-39.....	423,839	348,376	70,053	5,410	233,739	187,807	41,605	4,327	190,100	160,568	28,448	1,083
40-44.....	338,309	257,064	47,566	3,679	198,345	166,275	29,143	2,927	139,964	120,789	18,423	752
45-49.....	288,651	247,947	37,957	2,777	180,211	153,072	24,882	2,257	105,470	94,875	13,075	520
50-54.....	230,708	201,671	26,851	2,156	155,251	134,848	18,556	1,847	75,457	66,823	8,325	309
55-59.....	177,319	155,849	19,895	1,575	126,858	111,002	14,452	1,404	50,461	44,847	5,443	171
60-64.....	118,947	107,301	10,624	1,022	91,620	82,462	8,223	935	27,327	24,839	2,401	87
65 and over....	144,838	131,402	12,629	807	123,649	112,175	10,722	752	21,189	19,227	1,907	55
Unknown....	8,259	3,196	4,828	235	6,378	2,327	3,857	194	1,881	869	971	41

¹ Age at birthday nearest July 1, 1939.

² Based on actuarial cards prepared from gross account numbers issued and, during 1939, placed in alphabetical file; includes some account numbers issued in 1938.

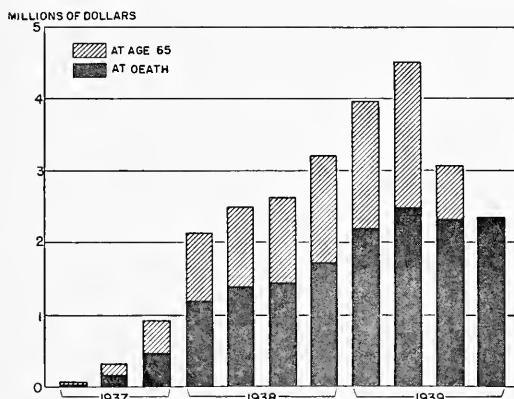
³ Excludes 1,607 of unknown sex and/or race.

Claims and Lump-Sum Payments, 1937-39

UNTIL 1940 the only benefits payable under the old-age and survivors insurance program were lump-sum amounts payable to covered workers at age 65 or to the heirs or estates of deceased workers. These payments amounted to 3½ percent of the total taxable wages received by the worker after 1936 and before attaining age 65. The Social Security Act Amendments of 1939 repealed, as of August 10, 1939, the lump-sum payments at age 65; established, beginning with January 1940, a system for payment of monthly benefits to certain survivors and dependents of insured workers; and modified earlier provisions for other monthly benefits and for lump-sum payments at death. Under these amendments, initial payment of monthly benefits was advanced from 1942 to 1940. Except for potential claims for payments based on wages of workers who died prior to 1940, it is possible to summarize all payments made under the original provisions of title II of the Social Security Act.

In the early months of the program lump-sum payments were small because only a short time had elapsed for the accumulation of the wages on which they were based. Many persons eligible for these payments doubtless neglected to file claims, either through ignorance of their rights or through lack of sufficient interest in the small amounts involved.

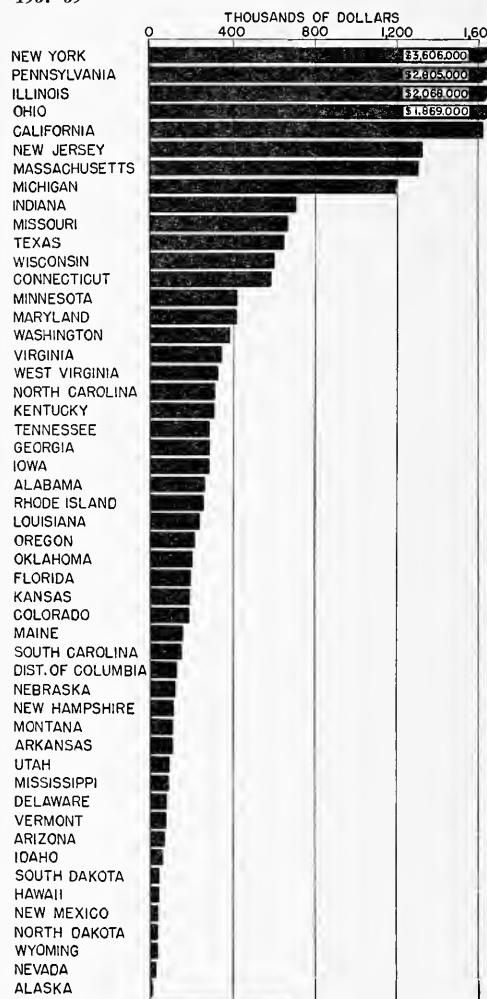
Chart 3.—Old-age and survivors insurance: Amount of lump-sum payments under 1935 act, by quarters, 1937-39¹



¹ See table 5, p. 47.

In subsequent months more persons filed claims and the levels of payments were higher. In December 1939 the average lump-sum death payment was \$96.93. An average figure for a period longer than a month fails to indicate the gradual growth in size of payments. This increase is reflected in

Chart 4.—Old-age and survivors insurance: Amount of lump-sum payments under 1935 act, 51 States, 1937-39¹



¹ See table 5, p. 47.

Table 5.—Old-age and survivors insurance: Number and amount of lump-sum payments under 1935 act, by States and by quarters, 1937-39

State	1937		1938		1939			
	January-December		January-March		April-June			
	Number	Amount	Number	Amount	Number	Amount		
Total—								
Alabama.....	53,236	\$1,277,503	61,664	\$2,146,761	54,722	\$2,491,073	46,946	
Arizona.....	8,382	155	22,380	1,000	27,293	771	25,304	
Arkansas.....	2,340	155	4,514	180	7,345	115	5,331	
California.....	473	10,194	3,357	10,478	20,216	7,614	18,528	
Colorado.....	63,720	3,013	10,744	3,339	166,135	3,810	165,128	
Connecticut.....	38,268	1,372	14,381	1,372	57,662	1,686	56,953	
District of Columbia.....	5,471	170	6,028	113	12,187	294	12,081	
Delaware.....	224	1,702	338	1,702	25,186	18,518	25,051	
Florida.....	259	6,639	494	6,639	19,656	18,672	19,619	
Georgia.....	573	10,622	21,724	813	26,373	710	29,488	
Idaho.....	113	2,380	167	4,809	181	5,813	148	
Illinois.....	3,529	4,580	2,667	10,521	16,545	12,538	16,522	
Indiana.....	1,390	1,029	66,303	1,029	100,967	1,029	100,951	
Iowa.....	47	9,471	56,442	1,000	65,606	1,000	65,551	
Kansas.....	355	6,264	712	18,518	27,055	20,990	27,052	
Kentucky.....	453	7,473	21,414	873	33,007	7,141	32,272	
Louisiana.....	345	8,603	670	14,675	25,065	18,366	25,054	
Maine.....	453	8,603	13,943	451	17,268	13,943	17,268	
Maryland.....	1,021	6,462	934	13,504	21,666	18,642	21,650	
Massachusetts.....	3,447	84,492	1,380	118,110	2,650	131,954	2,299	
Michigan.....	2,228	55,258	2,874	103,081	2,383	120,591	1,908	
Minnesota.....	1,889	16,370	750	30,736	55,882	51,900	55,872	
Mississippi.....	137	2,014	245	5,565	331	9,038	2,021	
Montana.....	1,964	6,463	1,724	18,688	1,484	65,324	1,118	
Nebraska.....	181	4,130	241	9,660	215	19,007	150	
Nevada.....	40	9,658	82	3,069	72	10,493	371	
New Hampshire.....	3,578	7,472	2,762	115,642	2,006	282,117	6,734	
New Jersey.....	52	1,021	172	3,041	65	2,039	68	
New Mexico.....	1,748	1,748	1,748	1,748	1,748	1,748	1,748	
New York.....	6,360	175,644	7,085	285,766	5,550	362,249	6,221	
North Carolina.....	1,062	19,745	1,318	30,117	6,734	179,292	4,827	
North Dakota.....	4,004	115,642	4,006	173,489	3,619	219,292	4,004	
Oklahoma.....	281	5,757	602	20,857	4,652	21,922	4,622	
Pennsylvania.....	493	10,957	6,724	260,184	5,061	259,282	4,990	
Rhode Island.....	7,065	16,703	7,240	20,860	5,055	24,116	4,499	
South Carolina.....	294	4,005	588	20,860	5,055	21,173	5,055	
South Dakota.....	63	1,268	67	2,013	105	3,913	79	
Tennessee.....	476	9,027	940	24,666	907	28,276	769	
Texas.....	1,202	28,925	1,880	54,425	2,086	68,135	1,501	
Utah.....	240	5,311	190	6,888	188	9,638	132	
Vermont.....	218	17,519	1,087	55,011	7,095	7,338	1,087	
Virginia.....	836	19,974	1,002	29,703	9,400	32,917	9,400	
Washington.....	768	16,016	860	21,180	1,035	46,677	921	
West Virginia.....	729	16,016	860	26,497	921	36,309	664	
Wisconsin.....	1,684	35,910	1,407	51,207	1,066	65,900	1,068	
Wyoming.....	63	1,027	82	2,281	76	3,064	63	
Foreign.....	35	869	35	1,627	34	1,393	50	
Alaska.....	4	117	13	518	23	957	18	
Hawaii.....	17	67	67	1,608	75	3,035	62	

Old-Age and Survivors Insurance • 47

See footnote at end of table.

Table 5.—Old-age and survivors insurance: Number and amount of lump-sum payments under 1935 act, by States and by quarters, 1937-39—Con.

State	1937				1938				1939				
	January-December		January-March		April-June		July-September		January-March		April-June		
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	
Total													
Alabama.....	187	\$97,464	22,631	\$1,100,692	20,085	\$1,174,066	22,373	\$1,483,473	25,660	\$1,778,201	24,882	\$2,010,276	
Arizona.....	58	2,743	55	7,160	184	6,800	162	6,778	207	14,739	295	15,089	
Arkansas.....	1,363	1,223	159	2,356	339	1,579	207	3,471	62	3,836	65	4,949	
California.....	142	3,278	113	3,969	70	2,160	92,855	2,046	1,520	5,372	162	6,318	
Colorado.....	1,144	27,923	1,214	45,060	1,371	66,747	2,124	105,811	1,860	119,730	1,645	118,549	
Connecticut.....	332	6,684	188	7,594	115	11,150	115	17,080	147	25,103	254	474	
Delaware.....	970	25,155	846	33,472	549	32,068	506	35,142	493	42,600	534	55,044	
District of Columbia.....	126	2,783	96	170	6,352	139	6,530	73	3,723	78	5,944	68	6,761
Florida.....	134	3,271	185	6,704	166	6,355	106	8,609	196	10,969	94	7,339	
Georgia.....	240	4,679	224	6,382	215	9,376	316	13,637	545	19,503	319	18,377	
Idaho.....	1,728	4,063	87	2,550	70	2,306	61	2,664	65	2,868	74	3,200	
Illinois.....	1,788	6,151	1,621	877	2,233	1,385	92,655	1,026	11,633	1,088	12,216	1,035	16,149
Indiana.....	900	16,288	832	13,964	331	13,860	623	13,964	441	14,610	1,026	15,235	
Iowa.....	581	5,497	331	9,864	331	13,260	270	13,964	441	14,610	1,026	15,235	
Kansas.....	140	5,992	360	9,004	224	9,621	178	7,990	170	16,416	225	13,700	
Kentucky.....	260	5,382	297	13,375	242	11,290	121	11,290	125	16,136	320	15,763	
Louisiana.....	179	4,269	199	6,366	180	7,058	209	9,063	308	16,503	369	16,108	
Maine.....	307	5,909	292	8,282	215	9,202	195	9,346	205	12,222	218	14,526	
Maryland.....	397	11,351	377	14,095	345	14,524	313	18,413	458	25,977	322	27,278	
Massachusetts.....	2,253	5,892	1,803	65,893	1,292	67,700	1,208	81,360	1,250	87,162	1,242	106,893	
Michigan.....	951	22,669	1,105	38,888	930	47,770	674	43,233	731	53,133	961	73,725	
Minnesota.....	399	8,555	399	15,383	401	20,576	293	18,219	559	29,494	507	32,442	
Mississippi.....	52	833	67	1,489	67	2,186	61	2,370	172	4,750	216	4,776	
Missouri.....	659	15,223	765	27,146	670	31,922	462	24,444	453	33,961	701	52,156	
Montana.....	128	3,341	106	4,385	77	3,613	57	3,720	60	3,720	100	3,720	
Nebraska.....	89	2,137	168	5,691	167	7,454	105	6,613	110	8,833	251	10,712	
Nevada.....	28	5,759	32	8,783	38	2,126	29	1,605	33	1,872	24	1,834	
New Hampshire.....	239	4,502	171	5,407	149	8,967	179	7,432	129	7,960	134	8,586	
New Jersey.....	249	33,633	1,228	50,659	869	54,730	793	57,887	929	80,612	1,052	90,084	
New Mexico.....	27	677	108	1,419	19	680	16	772	20	1,118	25	1,331	
New York.....	2,265	87,163	3,265	129,805	2,777	133,506	2,388	162,988	2,582	208,806	2,601	229,171	
North Carolina.....	369	6,344	24	8,896	209	10,059	190	8,279	315	13,252	423	16,632	
North Dakota.....	265	6,665	24	8,896	23	1,189	17	1,189	18	3,189	64	8,834	
Ohio.....	2,163	54,119	2,155	76,639	1,687	86,630	1,334	88,571	1,413	101,580	1,718	135,435	
Oklahoma.....	2,240	8,119	210	12,021	157	7,042	97	4,980	112	7,049	172	1,743	
Oregon.....	2,366	6,226	313	8,840	207	9,116	192	9,890	6,015	10,777	281	14,913	
Pennsylvania.....	3,333	83,733	3,344	11,520	5,294	123,150	5,612	144,221	5,376	161,947	5,028	165,345	
Rhode Island.....	481	11,571	140	16,690	140	13,147	113	9,924	118	15,935	133	20,097	
South Dakota.....	365	6,633	24	8,896	302	1,504	94	2,375	30	7,655	76	8,806	
Tennessee.....	228	4,422	296	8,510	248	9,360	204	11,510	366	24,517	530	18,644	
Texas.....	412	9,463	699	16,228	716	21,750	434	21,459	622	35,162	474	37,668	
Vermont.....	119	2,384	161	5,816	56	5,294	2,376	5,294	147	6,814	112	7,623	
Virginia.....	129	2,384	52	7,779	71	3,073	47	3,237	51	8,935	91	5,377	
Washington.....	411	9,180	372	12,531	273	12,615	12,366	12,366	430	18,992	343	20,151	
West Virginia.....	332	10,459	494	16,432	560	21,948	322	22,593	306	22,122	521	23,322	
Wisconsin.....	558	19,061	271	8,403	322	13,254	222	11,722	216	13,680	374	22,559	
Wyoming.....	30	470	45	1,219	32	29,512	527	31,991	536	38,534	550	44,254	
Foreign.....	7	190	7	199	3	193	5	49	7	501	51	1,711	
Alaska.....	4	117	7	654	34	820	17	355	5	632	3	1,131	
Hawaii.....	8	187	38	1,204	24	1,040	24	1,040	24	1,683	64	3,195	

1939

1938

1937

1936

1935

1934

1933

1932

1931

1930

1929

Lump-sum payments at death¹

Total...	\$25,830	\$26,842	\$34,884	\$1,199,327	32,191	\$1,390,331	26,861	\$1,450,366	27,966	\$1,752,064	32,347	\$2,188,666	31,970	\$2,468,613	26,368	\$2,512,072	24,796	\$2,352,247	
Alabama...	608	937	1,000	15,320	321	16,495	20,493	606	18,526	516	20,475	625	24,898	591	28,906	486	28,434	405	28,471
Arizona...	49	977	100	15,320	121	16,495	20,493	606	18,526	516	20,475	625	24,898	591	28,906	486	6,410	101	7,158
Arkansas...	1,341	3,897	1,799	65,734	1,083	89,338	1,630	922	5,509	192	7,857	242	8,891	276	10,404	251	12,763	234	13,812
California...	1,283	35,897	1,799	65,734	1,083	89,338	1,630	922	1,791	118,786	2,030	10,766	250	10,404	251	144,212	1,421	158,461	
Colorado...	55	155	186	7,331	242	17,676	9,944	175	27,180	446	20,307	446	15,453	1,843	10,404	251	217	16,098	184
Connecticut...	534	13,118	656	24,190	620	30,507	444	33,774	516	20,307	446	15,453	1,843	10,404	251	392	41,605	385	
District of Columbia...	96	2,688	74	2,913	44	2,098	557	55	5,038	83	5,901	55	5,901	68	5,901	68	6,173	62	6,066
Delaware...	125	3,431	168	8,505	155	6,431	120	6,654	144	9,372	174	11,752	159	12,440	124	10,741	117	10,879	
Florida...	147	2,474	294	8,432	431	13,588	313	12,307	328	14,411	418	18,371	461	20,199	377	20,525	399	22,860	
Georgia...	338	6,443	628	15,432	600	17,794	516	20,662	523	23,432	544	26,760	694	31,211	630	30,897	584	28,286	
Idaho...	61	1,179	80	2,270	111	3,507	87	3,511	73	12,369	2,062	12,369	2,062	12,369	2,062	12,369	2,062	12,369	
Illinois...	1,731	48,884	2,473	90,530	2,046	106,305	1,942	123,869	2,046	106,305	1,942	106,305	1,942	106,305	1,942	106,305	1,942	106,305	
Indiana...	890	19,469	1,087	37,669	1,029	37,669	1,029	33,779	784	33,779	784	39,985	920	48,165	944	57,756	846	61,055	
Iowa...	166	3,807	1,029	10,125	275	12,436	272	15,539	310	10,394	226	12,120	272	17,886	272	19,471	198	28,418	
Kansas...	145	3,272	352	9,681	298	11,361	291	10,894	291	12,027	346	12,027	346	12,027	346	12,027	346	12,027	
Kentucky...	193	3,639	539	13,243	551	16,027	539	13,661	517	19,446	517	21,031	496	25,460	435	26,783	379	24,600	
Louisiana...	169	3,401	466	13,243	551	16,027	539	13,661	517	19,446	517	21,031	496	25,460	435	26,783	379	24,600	
Maine...	524	13,691	1,046	19,409	467	21,162	414	25,054	439	20,333	439	21,941	185	21,941	185	21,941	185	11,932	
Maryland...	1,194	2,377	1,377	52,218	1,358	60,194	1,029	57,828	1,438	57,828	1,438	57,828	1,438	57,828	1,438	57,828	1,438	57,828	
Massachusetts...	250	7,176	301	15,373	1,016	1,453	72,812	1,294	74,755	1,309	90,105	1,479	115,446	1,472	115,446	1,472	111,246		
Michigan...	277	32,589	1,769	64,198	1,453	72,812	1,294	74,755	1,309	90,105	1,479	115,446	1,472	115,446	1,472	111,246	1,116	111,688	
Minnesota...	260	15,150	659	15,150	659	15,150	659	15,150	659	15,150	659	15,150	659	15,150	659	15,150	659	15,150	
Mississippi...	644	10,935	1,029	31,222	135	31,222	804	33,352	656	37,050	615	42,002	744	45,228	864	46,014	728	46,014	
Missouri...	193	4,974	1,029	5,032	117	5,032	117	5,032	117	5,032	117	5,032	117	5,032	117	5,032	117	5,032	
Montana...	192	4,968	117	5,032	117	5,032	117	5,032	117	5,032	117	5,032	117	5,032	117	5,032	117	5,032	
Nebraska...	118	1,961	150	4,920	117	6,250	101	4,920	117	6,250	101	4,920	117	6,250	101	4,920	117	6,250	
New Hampshire...	147	39,111	1,534	64,053	1,147	66,288	1,029	64,053	1,147	66,288	1,029	71,928	1,153	85,995	1,347	106,006	1,347	119,419	
New Mexico...	25	2,396	468	9,026	478	1,339	533	2,359	533	2,359	533	2,359	533	2,359	533	2,359	533	2,359	
New York...	3,095	88,461	8,920	152,312	3,942	202,198	3,142	200,015	3,669	23,351	3,669	20,634	472	20,634	472	23,351	3,669	23,351	
North Carolina...	663	11,401	993	21,332	1,029	18,541	1,029	18,541	1,029	18,541	1,029	18,541	1,029	18,541	1,029	18,541	1,029	18,541	
North Dakota...	248	4,605	654	35,197	1,370	46,385	1,067	46,385	1,067	46,385	1,067	46,385	1,067	46,385	1,067	46,385	1,067	46,385	
Ohio...	182	46,245	2,657	96,150	1,932	92,621	1,621	97,505	1,671	113,333	2,026	104,034	1,225	104,034	1,225	104,034	1,225	104,034	
Oklahoma...	161	4,152	1,029	14,175	308	12,220	254	13,705	1,029	12,220	254	13,705	1,029	12,220	254	13,705	1,029	12,220	
Oregon...	197	4,731	237	8,991	295	12,546	250	13,643	237	13,643	237	13,643	237	13,643	237	13,643	237	13,643	
Pennsylvania...	3,482	8,325	3,580	132	933	2,797	136,126	2,612	149,691	2,516	167,089	2,797	225,007	2,842	225,007	2,842	225,007		
Rhode Island...	287	8,568	283	9,971	283	12,273	233	12,749	283	12,749	233	12,749	283	12,749	233	12,749	283	12,749	
South Carolina...	186	2,396	468	9,026	478	11,063	336	10,778	339	11,063	437	15,430	437	15,430	437	15,430	437	15,430	
South Dakota...	228	73	43	1,211	70	2,349	1,029	2,349	1,029	2,349	1,029	2,349	1,029	2,349	1,029	2,349	1,029	2,349	
Tennessee...	248	4,605	654	16,155	659	18,916	555	20,634	472	20,634	472	20,634	472	20,634	472	20,634	472	20,634	
Texas...	790	1,482	1,811	2,657	1,932	92,621	1,621	97,505	1,671	113,333	2,026	104,034	1,225	104,034	1,225	104,034	1,225	104,034	
Utah...	121	2,495	134	4,985	123	5,807	85	4,721	107	6,034	125	6,754	120	6,754	120	6,754	120	6,754	
Vermont...	89	2,128	85	2,763	96	4,022	65	3,315	62	3,276	80	4,071	77	3,276	80	4,071	77	3,276	
Virginia...	425	8,333	715	17,172	661	20,387	511	20,955	515	23,946	635	30,674	577	32,688	490	30,674	577	32,688	
Washington...	398	9,515	508	16,748	475	18,731	1,029	19,174	474	28,099	479	31,996	449	35,683	492	32,688	449	35,683	
West Virginia...	397	8,566	589	18,094	539	23,055	442	21,935	383	22,969	492	32,669	417	30,968	409	32,669	417	30,968	
Wisconsin...	726	16,849	737	1,062	44	1,580	39	1,864	22	1,510	67	4,284	638	4,284	638	4,284	638	4,284	
Wyoming...	333	27,557	37	1,062	44	1,580	39	1,864	22	1,510	67	3,848	63	4,188	40	3,848	63	4,188	
Foreign...	28	679	28	1,245	30	1,344	43	2,432	43	2,432	43	2,432	43	2,432	43	2,432	43	2,432	
Alaska...	0	6	319	20	954	41	2,215	35	1,628	40	2,494	41	2,494	41	2,494	41	2,494	41	2,494
Hawaii...	9	390	29	954	41	2,215	35	1,628	40	2,494	41	2,494	41	2,494	41	2,494	41	2,494	

¹ Figures not adjusted for 1 death payment and 15 cancellations of payments at age 65 which could not be distributed by quarter and State.

the fact that in the last quarter of 1939 alone, when no lump-sum payments at age 65 were made, total payments were nearly double the amount of those made during the 4 quarters of 1937. In 1939, only the third year of the program, total payments were about 11 times as much as in 1937 on more than 3 times as many claims (table 5, p. 47).

Distribution of Claims and Payments

In all, 441,745 lump-sum payments totaling \$25,651,382 were made during the 3 years 1937-39. The 5 States which had the largest numbers of beneficiaries were New York, Pennsylvania, Illinois, Ohio, and California, in the order named. Nearly half of the total amount paid went to persons in these States, which, since they are highly industrialized and populous, contain a very large proportion of the workers covered by the program (chart 4, p. 46).

Among all claims based on the earnings of wage

earners who attained age 65 or died in 1937,¹ 89 percent related to male wage earners and 11 percent to female workers. White wage earners were represented by about 91 percent of all such claims—by 94 percent of the claims for payments at age 65 and only 89 percent of the claims for death payments. The rest of the claimants were Negroes except for 0.2 percent of "other races" in each category. A study of death claims reveals the fact that about 70 percent of all these deaths occurred between the ages of 35 and 65 years. These percentages are not comparable with the mortality experience of the population as a whole, since the group of wage earners covered by the old-age insurance program differed from the general population in age, sex, and race composition. In 1937, moreover, coverage was limited to workers under 65 years of age.

¹ Based on a study of claims filed in 1938 and 1939 and certified through June 1939, on behalf of wage earners who attained age 65 or died in 1937.

Wage Records, 1938

THE 31 MILLION WORKERS who some time in 1938 worked in employment covered by the Federal old-age and survivors insurance program received taxable wages of \$26 billion in that year.¹ This amount, however, does not represent the total earnings of these workers. A substantial number of them—and especially those whose taxable earnings fell in the lower wage intervals—are believed to have received additional amounts for services in employments excluded from the Federal program, but the number of such persons and the amount of their wages are at present unknown. Significant and varied information regarding the 31 million workers and the amount of their taxable wages is obtainable from the tabulation made once a year by the Bureau of Old-Age and Survivors Insurance. This tabulation is derived from the wage records kept for each covered worker; these records yield information on age, sex, race, State of employment, annual taxable wages, industry, number of quarters in which taxable wages were earned, and continuity of covered employment in 1937 and 1938.

The wage records for 1938 include earnings taxable for old-age insurance purposes under title VIII of the Social Security Act of 1935. They exclude wages received by persons aged 65 and over, wages in excess of \$3,000 received in the service of each employer in a calendar year, and earnings from work not covered by the system.² Of the estimated total of salaries and wages earned in the United States in 1938, approximately 6 percent were nontaxable because of the \$3,000 and age-65 limitations, and 29 percent because they were earned in excluded employments. The wages which were taxable for old-age insurance purposes, therefore, accounted for about 65 percent.³

¹ Because a small proportion of the wages reported each year cannot be identified for posting to individual accounts and because some returns are delinquent when the tabulations are made, the totals include an element of estimate. The probable margin of error, however, is believed to be small. Moreover, totals of taxable wages given in this section underestimate somewhat the actual amount of these wages, since, in tabulating amounts for individual workers, cents were dropped.

² See p. 67 for principal groups excluded.

³ Total net salaries and wages paid in the United States in 1938 (excluding such items as work relief, private pensions, social security benefits, compensation for injuries, etc.) are estimated by the National Income Division of the Bureau of Foreign and Domestic Commerce at \$40,423,000,000. See Nathan, Robert R., "National Income at Nearly 70 Billion Dollars in 1939," *Survey of Current Business*, Vol. 20, No. 6 (June 1940), pp. 6-11.

Tabulating Procedure

Wages taxable for the purposes of old-age insurance are reported for each quarter. The account number and the name of each recipient, with the amount paid him by any one employer, occupies a line on the latter's reporting form and is termed a wage item.

As of May 12, 1939—a date long enough after the end of 1938 to ensure inclusion of the bulk of the 1938 wage reports—the wage items were summarized for posting to the credit of individual workers. In the process of posting, an accounting summary card was made for each employee for whom wages were reported during the year. This card carried the worker's total taxable earnings for 1938 and his cumulative earnings from 1937, as well as a record of his race, sex, age, and the extent of his covered employment. The basic tabulation was made from duplicates of these summary cards.

By May 12, 1939, approximately \$25 billion (96 percent) of the \$26 billion in total taxable wages estimated to have been paid in 1938 could be posted to the individual accounts of employees. Of the 31 million workers estimated to have had taxable wages in 1938, nearly 30 million (96 percent) were represented in this posting and hence in the basic tabulation. This tabulation, however, included a "carry-over" of \$1,605 million in 1937 wage items which were identified for posting after July 9, 1938, and before May 12, 1939.⁴ The tabulation also included 745,000 workers who were represented in the deferred items for 1937 and who did not receive taxable wages in 1938.

On the basis of a 5-percent sample of the summary cards for the 1937 carry-over, distributions of wages and workers were developed in sufficient detail to permit deduction of the 1937 figures. Distributions were also worked out for the \$1,168 million in wages and 1.2 million workers estimated as the addition necessary to complete the 1938 tables. Except for table 12 (p. 60), which is based on the unadjusted data of the basic tabula-

⁴ The published figures for 1937 included taxable wages for that year identified for posting by July 8, 1938. See Corson, John J., "Wage Reports for Workers Covered by Federal Old-Age Insurance in 1937," *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 3-9, 72-81. These figures are being revised to include all wages reported for 1937.

tion, the accompanying tables represent an approximate 100 percent of all employees with taxable wages in 1938 and their taxable wages in that year.

Table 6.—Old-age and survivors insurance: Workers with taxable wages in 1938 and amount of such wages, by sex and by States¹

[Corrected to Aug. 15, 1940]

[Wages in thousands²]

State ³	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total.....	31,000,389	\$26,173,920	22,302,478	\$21,695,511	8,697,911	\$4,478,409
Alabama.....	394,304	225,392	312,198	196,334	82,106	29,058
Alaska.....	19,072	17,761	16,552	16,717	2,520	1,044
Arizona.....	94,563	68,641	76,820	61,475	17,743	7,165
Arkansas.....	194,543	95,747	155,910	84,805	38,633	10,942
California.....	1,944,038	1,805,427	1,394,870	1,502,045	549,163	306,382
Colorado.....	233,818	173,588	172,573	146,228	61,245	27,360
Connecticut.....	560,273	525,311	387,421	425,418	172,852	10,709
Delaware.....	74,306	61,627	52,279	50,918	22,027	10,709
District of Columbia.....	203,944	179,823	140,308	142,390	63,636	37,433
Florida.....	435,393	223,665	321,370	187,243	114,023	36,423
Georgia.....	542,162	282,698	370,347	224,642	171,815	58,055
Hawaii.....	111,060	63,251	87,817	55,757	23,243	7,495
Idaho.....	92,915	57,657	72,652	51,400	20,263	6,257
Illinois.....	2,322,026	2,257,954	1,628,496	1,859,327	693,530	408,627
Indiana.....	798,324	662,630	591,463	568,000	206,861	94,631
Iowa.....	408,074	287,861	294,137	240,995	113,937	46,866
Kansas.....	279,438	193,724	213,452	169,331	65,986	24,393
Kentucky.....	391,820	251,905	304,105	217,263	87,715	34,732
Louisiana.....	415,326	265,653	331,197	236,600	84,129	32,053
Maine.....	226,553	142,622	157,393	116,691	69,160	25,931
Maryland.....	473,175	373,115	337,967	313,052	135,208	60,063
Massachusetts.....	1,338,583	1,195,876	884,180	839,437	454,594	257,439
Michigan.....	1,492,740	1,355,717	1,146,815	1,180,015	345,895	175,101
Minnesota.....	506,514	422,960	353,913	315,619	152,601	77,341
Mississippi.....	210,638	88,664	163,362	74,039	47,275	17,725
Missouri.....	805,028	660,349	543,658	527,757	247,370	132,592
Montana.....	96,827	75,907	77,777	68,977	19,050	7,829
Nebraska.....	198,033	132,350	141,046	108,852	56,087	23,498
Nevada.....	29,551	25,309	24,460	22,820	5,091	2,489
New Hampshire.....	144,916	100,033	98,140	79,392	46,776	20,641
New Jersey.....	1,196,239	1,166,960	826,524	957,359	369,715	209,602
New Mexico.....	67,206	43,477	55,285	39,773	11,921	3,704
New York.....	4,283,899	4,404,708	2,884,737	3,450,824	1,399,162	944,884
North Carolina.....	655,764	361,750	435,108	280,918	220,656	80,833
North Dakota.....	60,810	33,429	44,184	32,476	16,626	5,953
Ohio.....	1,843,178	1,703,178	1,369,279	1,452,189	473,899	250,989
Oklahoma.....	324,664	240,116	252,296	211,268	72,368	28,848
Oregon.....	267,029	217,534	198,770	186,583	68,259	30,951
Pennsylvania.....	2,697,594	2,426,975	1,968,698	2,055,200	728,396	371,775
Rhode Island.....	248,267	199,993	158,789	153,465	89,478	46,528
South Carolina.....	317,974	153,589	227,441	124,077	90,533	29,512
South Dakota.....	68,208	43,632	50,370	37,240	17,893	6,392
Tennessee.....	483,437	252,479	347,427	233,599	136,010	48,880
Texas.....	1,216,697	814,479	913,384	717,831	273,313	96,648
Utah.....	108,369	80,459	80,057	70,444	25,312	10,015
Vermont.....	76,126	51,918	56,360	44,304	19,766	7,614
Virginia.....	498,024	320,308	362,445	265,419	135,579	51,889
Washington.....	430,202	369,136	318,454	315,037	111,748	54,099
West Virginia.....	396,533	327,411	336,557	299,955	59,976	27,457
Wisconsin.....	670,864	597,457	491,823	505,310	179,041	92,177
Wyoming.....	51,283	39,593	41,772	36,102	9,516	3,401

¹ Excludes 142,433 workers holding railroad retirement account numbers and their taxable wages of \$38,951,968, and 52,297 workers whose sex and/or race was unknown and their taxable wages of \$24,967,250. The totals of this table plus the above exclusions represent an approximate 100 percent of all workers with taxable wages in 1938 and such wages. These totals were derived from the basic tabulation which includes all 1938 taxable wages identified for posting to individual accounts through May 12, 1939, plus all 1937 taxable wages identified for posting after July 9, 1938, and through May 12, 1939, for the workers for whom they were reported. Adjustments were made in this tabulation to exclude all 1937 taxable wages, which amounted to \$1,604,981,119, and 745,087 of the workers represented by those wages who had no taxable wages in 1938. Adjustments were also made to include 1938 taxable wages which were not identified for posting by May 12, 1939, estimated at \$1,168,001,309, and 1,221,385 estimated additional employees who had no 1938 taxable wages identified in time for inclusion in the basic

tabulation. Thus the basic tabulation was cleared of items relating to 1937 wages and workers, and additions were made for the 1938 wages and workers not identified in time to be included in the basic tabulation.

For more detailed statistics than appear in this and the following tables, see Social Security Board, *Old-Age and Survivors Insurance Statistics—Employment and Wages of Covered Workers, 1938–1940*, 300 pp. Processed.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

³ State of employment in the basic tabulation was indicated only for workers for whom taxable wages were reported for the fourth quarter of 1938, and their wages for the entire year were allocated to that State. For the remaining 1938 workers, State of registration was utilized in estimating distribution by State of employment; of these workers, 4,846,765 were male and 2,053,531 female, and their taxable wages amounted to \$2,531,487,981 for males and \$467,619,443 for females.

Ohio, Michigan, and Massachusetts (table 6, p. 52). The 4.3 million workers of New York were credited with \$4.4 billion in taxable wages, averaging more than \$1,000 a worker. In Pennsylvania, \$2.4 billion in wages was reported for 2.7 million workers, an average of \$900. The average taxable wage exceeded \$900 in seven other States: Illinois, \$977; New Jersey, \$976; Connecticut, \$938; Alaska, \$931; California, \$930; Ohio, \$924; and Michigan, \$908. The States with average taxable wages of less than \$600 were: Tennessee (which had 483,000 workers), Alabama (394,000), Hawaii (111,000), North Carolina (656,000), Georgia (542,000), Florida (435,000), Arkansas (195,000), South Carolina (318,000), and Mississippi (211,000).

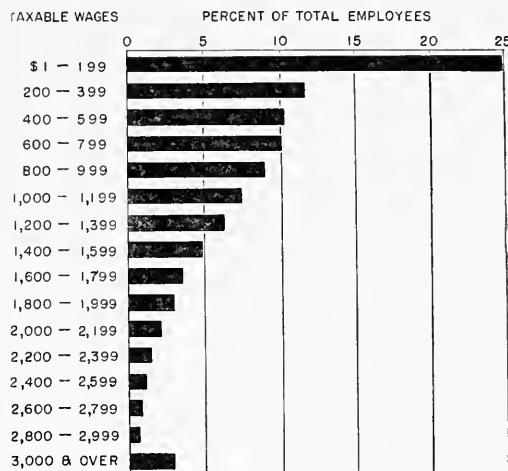
The average taxable wage cannot be interpreted as average income or average earnings of the workers in these States. As indicated earlier, many workers supplement their taxable wages with earnings from employment not covered by the Federal old-age and survivors insurance system. This is particularly the case in southern and central States where agricultural employment, which is excluded from coverage, is a major occupation.

Caution must be used also as to the exactness attributed to the State figures. In the 1938 tabulations, only the workers with wages in the fourth quarter were distributed according to State of employment; workers who had taxable wages in 1938 but not in the fourth quarter were distributed on the basis of the State in which they applied for account numbers, and adjustments were made in this distribution to obtain State of employment. Furthermore, wages for the entire year were allocated to the State of employment in the fourth quarter.

Age, Sex, and Earnings

Of the employees with reported taxable wages in 1938, 66 percent had less than \$1,000 (25 percent less than \$200); 25 percent had \$1,000-\$1,999; 6 percent, \$2,000-\$2,999; and only 3 percent had taxable wages of \$3,000 and over. (See table 7 and chart 5.) A larger percentage of women than of men were in the low-earnings groups; wages of less than \$1,000 were reported for 86 percent of the women but for only 58 percent of the men; 63 percent of the women and only 41 percent of the men had taxable wages of less than \$600. The

Chart 5.—*Old-age and survivors insurance: Percentage distribution of workers with taxable wages in 1938 by amount of such wages¹*



¹ See table 7, p. 54.

average taxable wage for all women with reported wages in 1938 was \$515; for men, \$973.

Age is also a factor in low wages and serves to some extent to explain the discrepancy between the average for men and for women.⁵ Of the 7.7 million workers for whom wages of less than \$200 were reported, nearly half (45 percent) were under 25 years of age (21 percent were under 20, and 24 percent were between 20 and 25). The average taxable wage ranges from \$209 for persons aged less than 20 to \$1,147 for those aged 45-49. Men had the highest average (\$1,279) in the age group 40-44, dropping slightly to \$1,274 at ages 45-49. Women had the highest average (\$643) in the ages 45-49. For both men and women, however, wages were well maintained in the older groups. At ages 60-64, men had an average taxable wage of \$1,094 (12 percent above the average for all men); at these same ages, women received an average taxable wage of \$604 (17 percent above the average for all women). Average taxable wages for both men and women were higher at ages 60-64 than those in any of the age groups under 30 (chart 6).

Many of the workers with small amounts of wages are persons who work in covered employment for short periods only, such as students who

⁵ Age at birthday nearest July 1, 1938, was used in the tabulation.

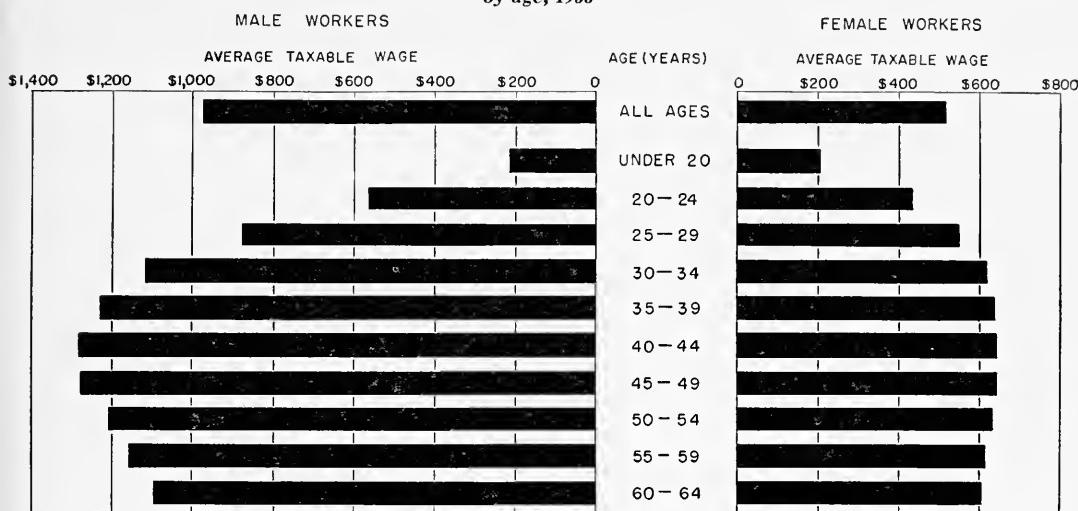
Table 7.—Old-age and survivors insurance: Workers with taxable wages in 1938, by amount of such wages, by age,¹ and by sex²

[Corrected to Aug. 15, 1940]

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holding railroad retiree
benefits stable

Chart 6.—*Old-age and survivors insurance: Average reported taxable wages for male and female workers, by age, 1938¹*



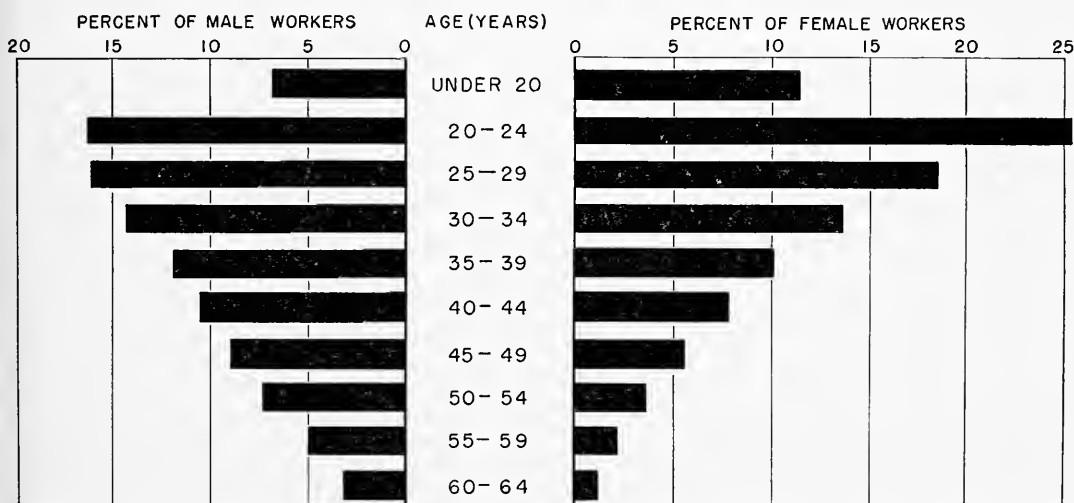
¹ See table 11, p. 59.

enter the labor market in the summer vacation or housewives who take employment during peak periods in such industries as canning and retail trade. Half of the 7.7 million workers with taxable wages of less than \$200 had wages reported in only

1 calendar quarter and another 30 percent had wages reported in only 2 calendar quarters.

The distributions by age and sex of workers with wages in 1938 approximate those found in the preliminary data for 1937. About 72 percent of

Chart 7.—*Old-age and survivors insurance: Percentage distribution of male and female workers with taxable wages in 1938, by age¹*



¹ See table 7, p. 54.

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the workers were men and 28 percent were women. Women workers were concentrated in the lower age groups; 37 percent of their number were less than 25 years of age as compared with 23 percent of the men. About 25 percent of the men and 13 percent of the women were aged 45 years and

over (chart 7). Although wages of workers aged 65 and over were nontaxable, wage reports were made for some 58,000 individuals whose age exceeded 65 years. Workers recorded in this age group may have misstated their actual ages in the applications for account numbers from which age

Table 8.—Old-age and survivors insurance: Workers with taxable wages in 1938 and amount of such wages, by race and sex, 16 States¹

[Corrected to Aug. 15, 1940]

[Wages in thousands²]

State ³	Total		White		Negro		Other	
	Workers	Taxable wages						
Total								
Alabama	394,304	\$225,392	275,824	\$182,807	118,407	\$42,549	73	\$36
Arkansas	194,543	95,747	149,763	83,541	44,688	12,160	92	47
Delaware	74,306	61,627	66,807	58,796	7,464	2,819	35	12
District of Columbia	203,944	179,823	158,305	155,377	45,350	24,247	289	199
Florida	435,393	223,665	322,734	194,049	112,503	29,621	156	96
Georgia	542,162	282,698	406,612	249,060	135,479	33,608	71	29
Kentucky	391,820	251,995	350,358	235,283	41,365	16,642	97	70
Louisiana	415,326	268,653	296,372	231,228	118,672	37,374	282	51
Maryland	473,175	373,115	408,449	343,279	64,574	29,741	152	96
Mississippi	210,638	88,664	128,235	70,732	82,260	17,918	143	13
North Carolina	655,764	361,750	512,610	320,707	142,776	40,952	378	91
South Carolina	317,974	153,589	244,382	136,292	73,542	17,279	50	18
Tennessee	483,437	282,479	398,870	254,241	84,529	28,213	38	25
Virginia	498,024	320,308	378,617	278,891	119,245	41,332	162	85
Alaska	19,072	17,761	16,372	16,636	48	16	2,652	1,109
Hawaii	111,060	63,251	23,846	21,596	70	47	87,144	41,608
Male								
Alabama	312,198	\$196,334	203,812	\$155,676	108,322	\$40,624	64	\$34
Arkansas	155,910	84,805	114,260	73,208	41,570	11,552	80	45
Delaware	52,279	50,918	46,298	48,328	5,956	2,579	27	11
District of Columbia	140,308	142,390	102,280	121,392	37,753	20,504	275	194
Florida	321,370	157,243	224,739	160,277	96,499	26,882	132	84
Georgia	370,347	224,642	259,514	194,700	110,780	29,918	53	24
Kentucky	304,105	217,263	269,037	201,816	34,975	15,378	93	69
Louisiana	331,197	236,600	226,253	201,581	104,731	34,974	213	44
Maryland	337,987	313,052	283,546	285,630	54,283	27,434	138	89
Mississippi	163,363	74,939	87,611	57,944	75,615	16,983	137	11
North Carolina	435,108	280,918	333,923	248,673	100,830	32,156	355	88
South Carolina	227,441	124,077	162,498	107,999	64,896	16,661	47	17
Tennessee	347,427	233,599	275,766	208,159	71,626	25,415	35	26
Virginia	362,445	268,419	270,084	232,740	92,213	35,597	148	82
Alaska	16,552	16,717	14,463	15,715	34	12	2,055	991
Hawaii	57,817	55,757	17,739	18,240	62	46	70,016	37,471
Female								
Alabama	82,106	\$29,058	72,012	\$27,131	10,085	\$1,925	9	\$2
Arkansas	38,633	10,942	35,503	10,333	3,118	608	12	1
Delaware	22,027	10,709	20,511	10,468	1,508	240	8	1
District of Columbia	63,636	37,433	56,025	33,985	7,597	3,443	14	5
Florida	114,023	36,423	97,995	33,772	16,004	2,639	24	12
Georgia	171,815	58,055	147,968	54,360	24,699	3,690	18	5
Kentucky	87,715	34,732	81,321	33,467	6,390	1,264	4	1
Louisiana	84,129	32,053	70,119	29,647	13,941	2,400	69	7
Maryland	135,268	66,068	124,903	57,749	10,291	2,307	14	7
Mississippi	47,275	13,725	40,624	12,788	6,645	935	6	1
North Carolina	220,697	80,833	178,687	72,034	41,946	8,796	23	3
South Carolina	90,533	29,512	81,884	28,293	8,646	1,218	3	1
Tennessee	136,010	48,880	123,104	46,082	12,903	2,797	3	1
Virginia	135,579	51,889	108,533	46,151	27,032	5,735	14	3
Alaska	2,520	1,044	1,909	921	14	5	597	118
Hawaii	23,243	7,495	6,107	3,356	8	2	17,128	4,137

¹ States with largest proportions of Negro or other races among workers with taxable wages in 1938. Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was un-

known. See footnote 1, table 6.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

³ See footnote 3, table 6, for method of determining State of employment

was computed; they may have failed to reveal their true ages to their employers; or the employers may have continued to report their wages as a matter of routine.

Table 9.—Old-age and survivors insurance: Workers with taxable wages in 1938, by number of quarters in which wages were received, by amount of such wages, and by sex¹

[Corrected to Aug. 15, 1940]

Amount of taxable wages	Total	Workers with taxable wages in—			
		One quarter	Two quarters	Three quarters	Four quarters
		Total			
Total.....	31,000,389	4,350,734	4,185,286	4,529,720	17,934,649
\$1-\$199	7,705,293	3,901,027	2,309,525	944,702	550,070
\$200-\$399	3,629,125	321,466	1,059,369	1,096,800	1,151,550
\$400-\$599	3,178,724	48,703	402,266	853,586	1,874,169
\$600-\$799	3,141,566	16,663	153,027	553,343	2,418,563
\$800-\$999	2,790,332	7,240	62,707	334,632	2,385,753
\$1,000-\$1,199	2,322,793	4,351	30,333	197,991	2,090,118
\$1,200-\$1,399	1,963,109	2,841	17,348	123,436	1,819,484
\$1,400-\$1,599	1,519,224	1,803	10,693	76,733	1,429,995
\$1,600-\$1,799	1,087,722	1,052	6,602	47,225	1,032,813
\$1,800-\$1,999	914,281	1,018	5,566	34,437	873,260
\$2,000-\$2,199	636,872	1,147	3,504	24,780	607,441
\$2,200-\$2,399	434,059	652	2,267	17,618	413,522
\$2,400-\$2,599	325,719	849	2,220	8,891	313,759
\$2,600-\$2,799	259,036	429	1,538	6,934	250,135
\$2,800-\$2,999	190,692	390	3,109	10,522	176,671
\$3,000 and over	901,781	41,103	115,272	198,090	547,316
Male					
Total.....	22,302,478	2,865,711	2,871,023	3,238,326	13,327,418
\$1-\$199	4,811,660	2,488,928	1,436,117	568,888	317,729
\$200-\$399	2,295,219	262,356	736,402	678,830	617,631
\$400-\$599	1,949,432	41,816	323,956	591,670	991,960
\$600-\$799	1,947,099	15,501	130,328	424,905	1,378,335
\$800-\$999	1,924,936	6,082	54,978	280,376	1,583,500
\$1,000-\$1,199	1,837,635	3,746	26,990	173,879	1,633,020
\$1,200-\$1,399	1,666,639	2,575	15,707	111,863	1,536,494
\$1,400-\$1,599	1,352,286	1,598	9,825	71,167	1,269,696
\$1,600-\$1,799	1,005,597	953	6,199	44,368	954,077
\$1,800-\$1,999	857,746	937	5,262	32,558	818,989
\$2,000-\$2,199	606,686	1,050	3,329	23,681	578,626
\$2,200-\$2,399	417,704	617	2,165	16,840	398,082
\$2,400-\$2,599	314,263	755	2,116	8,479	302,913
\$2,600-\$2,799	250,583	386	1,462	6,655	242,080
\$2,800-\$2,999	185,439	375	3,021	10,207	171,836
\$3,000 and over	879,584	40,038	113,136	193,960	532,450
Female					
Total.....	8,697,911	1,485,023	3,134,263	1,291,394	4,607,231
\$1-\$199	2,893,664	1,412,101	878,408	375,814	322,341
\$200-\$399	1,333,906	59,110	322,907	417,998	553,119
\$400-\$599	1,249,222	6,887	78,280	261,916	882,209
\$600-\$799	1,194,527	3,162	22,609	128,438	1,040,228
\$800-\$999	865,395	1,158	7,729	64,256	802,253
\$1,000-\$1,199	485,158	605	3,343	24,112	457,098
\$1,200-\$1,399	206,470	266	1,641	11,573	282,900
\$1,400-\$1,599	166,938	205	868	5,566	160,299
\$1,600-\$1,799	82,125	99	403	2,857	78,766
\$1,800-\$1,999	56,535	81	304	1,879	54,271
\$2,000-\$2,199	30,186	97	175	1,099	28,815
\$2,200-\$2,399	16,355	35	102	773	15,440
\$2,400-\$2,599	11,456	94	104	412	10,846
\$2,600-\$2,799	8,453	43	76	279	8,055
\$2,800-\$2,999	5,233	15	88	315	4,835
\$3,000 and over	22,197	1,065	2,136	4,130	14,866

¹ Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

Race

In 14 States,⁶ Negro workers represented more than 10 percent of all workers in the State with taxable wages. In Mississippi the percentage was

* Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia.

Table 10.—Old-age and survivors insurance: Workers with taxable wages in 1938, by number of quarters in which wages were received, by age, and by sex¹

[Corrected to Aug. 15, 1940]

Age (years)	Total	Workers with taxable wages in—			
		One quarter	Two quarters	Three quarters	Four quarters
		Total			
Total.....	31,000,389	4,350,734	4,185,286	4,529,720	17,934,649
Under 15.....	43,239	18,287	11,986	6,110	6,856
15-19.....	2,461,241	767,964	595,204	411,539	666,534
20-24.....	5,792,160	981,171	969,920	976,680	2,864,389
25-29.....	5,169,752	656,752	666,941	760,018	3,086,041
30-34.....	4,349,805	474,006	471,827	581,826	2,822,146
35-39.....	5,314,405	369,671	375,575	469,246	2,299,913
40-44.....	3,008,897	310,788	325,042	412,711	1,960,356
45-49.....	2,448,014	255,502	266,357	311,857	1,594,298
50-54.....	1,912,113	205,042	213,147	260,289	1,233,635
55-59.....	1,281,658	143,203	146,455	174,841	817,159
60-64.....	788,460	89,555	89,894	103,244	505,767
65.....	99,774	24,536	23,657	22,084	29,497
66 and over.....	57,872	24,066	13,212	8,392	12,202
Unknown.....	72,999	30,191	16,069	10,883	15,856
Male					
Total.....	22,302,478	2,865,711	2,871,023	3,238,326	13,327,418
Under 15.....	38,276	15,274	10,859	5,661	6,482
15-19.....	1,466,587	432,905	361,406	252,952	419,324
20-24.....	3,504,947	603,071	611,418	615,435	1,765,023
25-29.....	3,557,993	411,685	432,159	516,158	2,197,901
30-34.....	2,166,739	308,064	319,735	418,143	2,129,767
35-39.....	2,640,408	251,803	266,029	350,977	1,771,599
40-44.....	2,326,165	222,850	241,525	319,972	1,541,758
45-49.....	1,958,530	194,365	207,851	267,130	1,289,184
50-54.....	1,587,987	164,753	174,525	217,681	1,030,988
55-59.....	1,085,676	116,176	123,188	149,222	697,590
60-64.....	683,087	76,324	77,566	89,924	439,273
65.....	87,909	22,003	21,085	19,591	25,230
66 and over.....	50,384	21,557	11,541	7,272	10,014
Unknown.....	54,850	22,349	12,136	8,200	12,165
Female					
Total.....	8,697,911	1,485,023	1,314,263	1,291,394	4,607,231
Under 15.....	4,963	3,013	1,127	449	374
15-19.....	994,634	335,059	232,198	158,587	267,210
20-24.....	2,197,213	378,100	355,502	361,245	1,095,366
25-29.....	1,611,732	245,777	224,782	243,860	888,050
30-34.....	1,183,666	165,942	152,542	163,683	701,349
35-39.....	873,997	117,568	108,269	118,269	593,314
40-44.....	659,192	81,938	82,517	92,729	418,598
45-49.....	489,484	61,137	58,506	64,727	305,114
50-54.....	324,126	40,257	38,267	42,600	202,647
55-59.....	192,982	24,527	23,267	25,619	119,569
60-64.....	105,373	13,231	12,528	13,320	66,494
65.....	11,865	2,533	2,572	2,493	4,267
66 and over.....	7,488	2,509	1,671	1,120	2,188
Unknown.....	18,149	7,842	3,933	2,683	3,691

¹ Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

39, and in Alabama, Louisiana, Florida, and Georgia, 25 or more. In these 14 States as a group, Negro workers comprised 23 percent of the total 5 million workers with taxable wages and had an average taxable wage of \$314; the average for all white workers was \$682. Negro men, who comprised 26 percent of all men with taxable wages in the 14 States, averaged \$336, while Negro women, who were only 13 percent of all women with taxable wages, averaged \$199. The average taxable wage for white men in these States was \$804; for white women, \$401. (See table 8.)

The low percentage of Negroes among women workers can be accounted for partly by the number of Negro women in domestic service, which is not covered by the Federal old-age insurance program. Excluded employment may also partially explain the lower average taxable wage for Negro men, who may frequently supplement taxable wages with earnings from agricultural labor which is excepted.

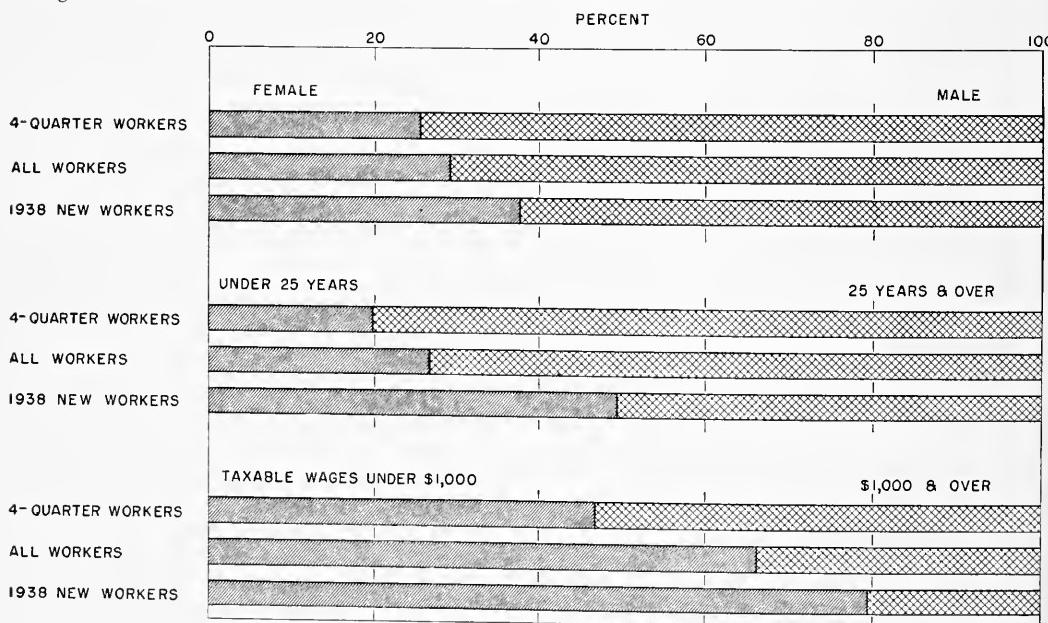
In workers of races other than white or Negro,

Hawaii is most heavily represented with about 79 percent of its workers in this classification. In Alaska, 14 percent of the workers were reported in this group. The average taxable wage for the "other" races in Hawaii was \$477, and in Alaska \$418. White workers in Hawaii averaged \$906 in taxable wages, and in Alaska \$1,016.

Continuity of Covered Employment

Of the 31 million workers with taxable wages in 1938, some 58 percent had wages reported in all 4 quarters of the year, 15 percent had wages in 3 quarters, 13 percent in 2 quarters, and 14 percent in only 1 quarter. (See tables 9 and 10.) Men had more continuous covered employment than women; 60 percent of them had taxable wages in 4 quarters compared to 53 percent for women. Persons in the higher age groups had an apparent advantage over the younger workers in consecutive covered employment. The percentage of men and women in each age group with taxable wages reported in 4 quarters is as follows:

Chart 8.—Old-age and survivors insurance: Percentage distribution of all workers with taxable wages in 1938, of 4-quarter workers, and of workers earning first taxable wages in 1938, by sex, age, and amount of taxable wages¹



¹ See tables 7, 9, 10, and 11, pp. 54, 57, and 59.

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Age (years)	Percent	
	Male	Female
All ages	60	53
Under 20	28	27
20-24	49	50
25-34	64	57
35-44	67	61
45-54	65	62
55-64	64	62

The intermittent employment of the group aged less than 20 is shown also by the high percentages with taxable wages in 1 quarter. Of the men in this age group, 30 percent had wages in only 1 quarter; of the women, 34 percent.

Workers with employment in only 1 quarter usually fell in the lower wage intervals; indeed,

Table 11.—Old-age and survivors insurance: Workers with taxable wages in 1938, in both 1937 and 1938, and in 1938 only, and amount of such wages, by age and sex¹

[Corrected to Aug. 15, 1940]

[Wages in thousands²]

Age (years)	Workers with taxable wages in 1938		Workers with taxable wages in 1937 and 1938			Workers with taxable wages in 1938 only		
	Workers	1938 taxable wages	Workers	Taxable wages			Workers	1938 taxable wages
				1937 and 1938	1937	1938		
Total								
Total	31,000,389	\$26,173,920	27,048,004	\$53,073,334	\$27,674,604	\$25,398,730	3,952,385	\$775,189
Under 15	43,239	2,006	12,686	2,050	900	1,150	30,553	856
15-19	461,241	520,415	1,386,989	727,552	317,730	409,822	1,074,252	110,592
20-24	5,792,160	2,970,211	4,958,092	5,859,882	3,022,392	2,837,489	834,068	132,722
25-29	5,169,752	3,997,667	4,646,329	8,118,745	4,226,453	3,802,261	523,423	105,405
30-34	4,349,805	4,254,884	3,962,825	8,664,187	4,507,910	4,156,277	386,980	98,607
35-39	3,514,982	7,965,489	3,206,710	7,751,388	4,046,547	3,704,841	307,695	90,648
40-44	3,008,897	3,143,871	2,766,845	7,019,804	3,651,291	3,338,513	242,052	75,358
45-49	2,448,014	2,809,367	2,284,003	5,866,151	3,058,306	2,747,846	194,011	61,292
50-54	1,912,133	2,122,430	1,760,110	4,322,176	2,246,923	2,075,253	152,003	47,196
55-59	1,281,558	1,371,326	1,174,344	2,846,237	1,500,531	1,336,687	107,314	34,639
60-64	788,460	810,980	731,911	1,703,940	905,329	798,617	56,549	12,313
65	99,774	68,483	93,251	179,157	113,161	66,066	6,520	2,337
66 and over	57,872	20,004	38,357	39,982	22,146	17,835	19,515	2,169
Unknown	72,993	17,157	55,549	32,052	16,011	16,072	17,450	1,086
Male								
Total	22,302,478	\$21,695,511	19,840,114	\$44,312,572	\$23,190,816	\$21,121,757	2,462,364	\$573,755
Under 15	38,276	1,714	11,431	1,723	742	981	26,815	724
15-19	1,466,587	319,327	856,445	456,543	202,430	254,113	610,142	65,214
20-24	3,594,947	2,018,503	3,092,702	4,019,126	2,088,375	1,930,751	502,245	87,751
25-29	3,557,993	3,111,370	3,241,564	6,337,366	3,302,615	3,034,751	316,429	76,619
30-34	3,166,739	3,523,033	2,933,056	7,206,163	3,757,025	3,449,139	233,683	73,895
35-39	2,640,408	3,237,662	2,448,129	6,646,343	3,478,495	3,167,848	192,279	69,814
40-44	2,326,103	2,676,234	2,165,582	6,143,924	3,230,176	2,913,747	160,523	62,487
45-49	1,958,530	2,494,550	1,821,879	5,178,207	2,733,856	2,444,351	136,651	50,199
50-54	1,587,987	1,918,019	1,471,340	3,912,654	2,035,732	1,876,922	116,647	41,097
55-59	1,088,676	1,252,808	1,004,093	2,606,900	1,384,564	1,222,336	84,583	30,472
60-64	683,087	747,279	636,462	1,574,923	838,127	736,796	46,625	10,483
65	87,909	63,200	82,275	166,780	105,628	61,153	5,634	2,047
66 and over	50,384	17,771	32,811	35,352	19,706	15,646	17,573	2,125
Unknown	54,850	14,041	42,345	26,568	13,346	13,222	12,505	819
Female								
Total	8,697,911	\$4,478,409	7,207,800	\$8,760,762	\$4,483,788	\$4,276,974	1,490,021	\$201,435
Under 15	4,963	292	1,255	327	158	170	3,708	122
15-19	994,654	201,057	530,544	271,010	115,300	155,709	464,110	45,378
20-24	2,197,213	951,709	1,865,390	1,840,756	934,018	906,738	331,823	44,971
25-29	1,611,759	886,297	1,404,765	1,751,379	923,869	857,510	206,994	28,786
30-34	1,133,066	731,851	1,029,769	1,458,024	750,885	707,139	153,297	24,712
35-39	873,997	557,827	758,581	1,105,045	568,052	536,993	115,416	20,834
40-44	682,792	437,636	601,263	875,880	451,115	424,766	81,529	12,870
45-49	489,484	314,498	432,124	627,944	324,450	303,495	57,360	11,003
50-54	324,126	204,430	258,770	409,522	211,191	198,331	35,356	6,099
55-59	192,982	118,518	170,251	239,333	124,956	114,351	22,731	4,167
60-64	105,373	63,651	95,449	129,017	67,197	61,821	9,924	1,830
65	11,865	5,263	10,979	12,376	7,463	4,913	886	350
66 and over	7,488	2,233	5,546	4,630	2,440	2,189	1,942	44
Unknown	18,149	3,117	13,204	5,514	2,664	2,850	4,945	267

¹ Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

90 percent of them had less than \$200 a year. It is probable that most of the 41,000 workers in the 1-quarter group with taxable wages of \$3,000 and over are employees who worked 4 quarters of the year but who reached the tax limitation of \$3,000 a year from one employer in 3 months or less.

The 4-quarter workers differ in several particulars from the total body of workers who had covered employment some time in 1938. The 4-quarter group had a slightly higher proportion of men (74 percent) and a lower proportion of

young persons (chart 8, p. 58). Only 4 percent of the 4-quarter group were under 20, while 8 percent of all workers who received taxable wages in 1938 were in that age group.

Reported earnings of the 4-quarter group, as would be expected, were higher than those for all workers. While 25 percent of all workers had taxable wages of less than \$200, only 3 percent of the 4-quarter group were in this wage interval; 66 percent of all workers and 47 percent of the 4-quarter group had less than \$1,000. The contrast between amount of taxable wages for men

Table 12.—Old-age and survivors insurance: Workers with taxable wages in the fourth quarter

[Corrected to June 15, 1940; wages in thousands.]

State	Total		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
	Total													
Total.....	21,370,503	\$21,360,916	740,915	\$805,896	1,081,455	\$895,944	9,105,350	\$9,538,884	692,844	\$794,637	348,082	\$454,150	388,580	\$593,761
Alabama.....	271,808	159,813	11,375	7,797	16,650	7,634	134,168	100,410	6,895	3,679	1,218	974	2,642	3,174
Alaska.....	9,537	11,833	2,188	4,833	761	820	2,377	2,119	775	785	39	57	102	133
Arizona.....	61,299	56,156	10,632	13,275	4,975	4,290	7,924	7,418	2,250	1,833	1,068	1,158	1,350	1,446
Arkansas.....	127,032	83,123	8,880	8,765	3,347	3,097	43,729	27,277	3,425	2,602	2,166	2,835	3,027	3,027
California.....	1,271,289	1,413,346	41,633	68,500	85,341	84,495	363,261	432,838	55,295	71,307	31,634	44,405	17,182	26,968
Colorado.....	161,381	148,067	13,123	14,100	9,227	6,876	41,389	42,806	3,682	5,467	5,175	4,10	5,047	5,047
Connecticut.....	424,332	456,502	644	734	21,197	20,335	237,337	231,979	8,633	10,484	5,842	8,759	6,582	12,044
Delaware.....	51,006	53,016	1,260	968	3,500	2,915	25,797	28,541	1,079	1,191	550	706	596	862
District of Columbia.....	134,043	142,948	853	821	10,996	11,205	14,745	18,883	5,458	7,670	4,789	7,110	1,475	2,437
Florida.....	264,358	181,368	2,115	1,454	23,928	15,673	67,640	46,601	12,925	8,310	3,079	2,983	2,560	3,237
Georgia.....	358,661	236,832	2,227	1,311	19,531	8,297	184,297	116,542	8,401	5,462	2,750	3,495	6,967	8,799
Hawaii.....	51,902	43,148	32	28	4,350	3,702	18,786	12,410	2,970	3,348	771	1,005	1,803	2,289
Idaho.....	60,278	50,720	5,119	7,313	4,527	2,996	14,177	12,452	1,785	1,570	1,347	1,158	2,084	2,042
Illinois.....	1,677,038	1,872,323	45,287	44,134	62,733	67,777	741,630	880,779	56,930	78,768	12,098	11,406	28,511	50,101
Indiana.....	559,016	544,216	10,918	10,843	23,747	20,147	281,535	296,515	13,439	14,675	7,096	6,416	11,271	16,286
Iowa.....	290,603	251,893	6,694	4,189	22,752	14,963	94,026	98,896	6,616	6,529	3,729	2,397	6,534	7,897
Kansas.....	191,369	166,319	15,334	17,735	15,470	8,217	43,146	48,297	5,610	5,173	4,770	4,691	4,921	6,343
Kentucky.....	252,227	197,035	46,913	39,573	15,208	8,919	74,203	63,869	9,296	6,551	2,007	1,771	3,945	4,217
Louisiana.....	270,498	211,127	8,310	10,854	18,853	11,604	101,593	84,293	15,725	11,594	1,757	1,353	2,686	2,529
Maine.....	151,354	120,523	315	215	8,273	5,262	62,559	50,251	2,702	2,153	2,656	3,072	3,468	4,220
Maryland.....	328,761	314,138	3,027	2,353	18,764	15,739	145,558	145,555	15,346	17,286	5,446	7,119	6,818	10,452
Massachusetts.....	953,418	979,134	1,325	1,392	39,330	36,789	491,693	496,277	25,055	30,971	19,291	28,207	12,149	19,871
Michigan.....	1,003,367	1,069,613	13,385	14,516	35,531	32,320	541,505	627,779	19,823	18,853	13,154	17,223	14,560	25,335
Minnesota.....	356,827	361,650	7,951	10,060	22,834	17,600	107,897	126,135	11,140	13,468	3,215	2,560	7,125	10,671
Mississippi.....	126,886	72,744	822	520	15,194	4,906	50,090	28,230	3,661	1,427	542	380	2,302	2,237
Missouri.....	609,599	572,449	11,880	9,455	23,999	20,357	239,930	247,111	22,558	25,673	12,210	15,828	10,658	16,080
Montana.....	68,888	69,005	15,462	17,711	4,949	3,394	10,447	11,264	1,458	1,716	1,434	1,490	2,137	3,273
Nebraska.....	133,624	110,943	949	572	10,248	5,933	31,230	31,706	4,688	4,457	3,316	2,762	2,657	3,196
Nevada.....	18,723	20,651	5,427	6,769	1,700	1,538	1,192	1,398	627	733	206	232	424	611
New Hampshire.....	101,979	85,159	426	323	5,573	3,967	58,630	49,201	974	834	1,913	2,076	2,541	3,181
New Jersey.....	868,244	973,707	4,362	5,402	34,491	36,591	473,788	536,450	26,067	33,338	14,213	21,263	17,245	29,137
New Mexico.....	41,009	36,104	8,125	10,012	4,921	3,212	4,750	4,470	1,403	1,504	855	718	849	902
New York.....	2,953,989	3,480,862	7,652	9,120	126,708	143,391	1,233,613	1,426,977	125,531	168,440	66,976	111,291	54,905	101,829
North Carolina.....	465,770	303,200	2,170	1,349	21,173	11,405	271,261	282,052	3,904	4,993	2,892	2,264	6,039	6,335
North Dakota.....	41,635	33,325	1,691	795	3,091	1,731	6,281	5,335	782	776	492	325	1,338	1,574
Ohio.....	1,301,519	1,407,247	26,865	28,499	45,956	42,384	655,130	765,893	37,197	46,384	19,235	25,900	24,845	35,887
Oklahoma.....	218,808	203,659	6,691	30,183	11,254	6,610	52,955	60,680	7,770	8,104	5,848	5,852	4,875	6,627
Oregon.....	174,973	177,101	1,098	1,089	9,471	6,937	62,423	67,130	8,428	10,715	4,470	6,101	3,927	6,328
Pennsylvania.....	1,908,001	1,956,513	178,874	192,839	71,860	66,802	927,661	991,939	48,638	63,225	25,460	34,906	38,721	61,427
Rhode Island.....	180,911	162,395	271	282	7,187	5,925	107,388	90,589	3,177	3,329	2,704	3,399	3,250	5,198
South Carolina.....	209,672	127,031	1,020	619	14,456	5,642	122,042	74,670	3,152	1,723	1,083	711	2,626	2,943
South Dakota.....	44,564	36,511	2,726	4,555	4,119	1,966	8,188	7,842	854	750	1,024	841	702	751
Tennessee.....	330,802	244,905	17,162	12,446	15,479	8,105	151,374	117,601	6,913	4,971	2,022	1,847	5,639	7,980
Texas.....	772,583	644,237	39,320	54,065	59,113	33,118	195,384	199,489	42,870	40,211	16,702	16,325	21,087	21,365
Utah.....	75,881	70,702	7,979	10,189	4,333	3,223	20,018	17,874	1,568	2,385	1,827	2,013	2,011	2,658
Vermont.....	50,945	44,353	636	603	3,404	2,050	22,534	20,042	5,855	6,691	4,666	4,985	1,373	596
Virginia.....	338,669	265,003	18,980	17,536	24,885	15,062	128,586	104,374	10,748	8,316	4,941	5,464	5,688	8,677
Washington.....	209,940	300,918	9,428	4,479	18,124	18,088	96,832	108,537	15,395	16,760	6,249	8,555	5,464	8,744
West Virginia.....	265,223	260,355	88,900	90,454	9,322	5,898	72,809	75,765	3,707	3,663	2,956	3,205	6,442	8,985
Wisconsin.....	470,815	502,856	1,381	1,282	25,594	22,928	235,539	275,785	6,604	9,610	10,198	11,057	9,320	14,721
Wyoming.....	33,270	33,948	6,693	9,269	4,000	3,103	5,469	5,420	1,170	1,500	692	697	635	869

See footnotes at end of table.

in the 4-quarter group and for women in the same group is sharp; 37 percent of the men and 76 percent of the women had wages of less than \$1,000; for the entire group, these percentages were 58 for men and 86 for women.

While taxable wages in 4 quarters cannot be interpreted as full-time or steady employment, in general they are probably an indication of greater attachment to covered employment than taxable wages in 3 quarters or less. Among the exceptions are workers who have regular part-time jobs in covered employment while they hold

full-time jobs elsewhere and individuals who received the maximum taxable wages during part of a year in which they were continuously employed.

In the 1938 tabulation there appeared nearly 4 million workers who had not received taxable wages in 1937 (table 11).⁷ Nearly half of them

⁷ Table 1 indicates that 6.3 million applications for account numbers were received in 1938. The difference between this number and the number of workers who first received taxable wages in 1938 may be largely accounted for by multiple account numbers issued, by applications for unemployment compensation purposes, and by applications by WPA workers and others who did not enter covered employment in 1938.

of 1938¹ and total amount of 1938 taxable wages, by industrial divisions,² by States, and by sex³

[Corrected to June 15, 1940; wages in thousands⁴]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
Total														
5,039,571	\$4,484,354	197,341	\$281,902	385,607	\$567,124	451,746	\$521,373	2,508,522	\$1,908,613	249,664	\$248,723	180,817	\$175,466	Total.
61,301	39,836	1,327	1,656	3,285	4,005	2,592	2,390	23,260	12,019	2,006	2,034	4,189	4,205	Alabama.
1,418	1,779	31	63	13	21	101	115	59	944	64	51	109	114	Alaska.
18,128	15,332	265	388	442	521	632	619	12,101	8,274	965	852	401	383	Arizona.
36,198	32,770	927	1,216	1,025	1,469	1,163	1,045	14,625	7,728	1,623	1,112	1,246	495	Arkansas.
333,470	327,696	10,469	15,721	22,818	32,895	30,659	33,381	240,560	233,433	25,519	26,072	14,120	15,660	California.
50,542	43,144	1,317	1,922	1,861	2,697	2,866	2,993	24,173	16,326	2,402	1,908	1,541	1,194	Colorado.
75,854	77,506	3,873	5,667	15,750	23,639	8,276	10,475	34,333	29,552	4,160	4,305	1,851	2,019	Connecticut.
10,251	9,015	724	1,118	691	1,113	1,723	2,553	4,110	3,078	357	435	340	430	Delaware.
49,129	49,544	1,013	1,501	2,727	3,753	9,172	8,483	27,675	23,413	3,081	3,898	2,902	4,220	District of Columbia.
85,289	58,442	2,139	2,660	3,226	3,750	6,058	5,085	49,724	28,968	3,509	2,995	2,166	1,210	Florida.
81,518	55,533	2,427	2,944	4,775	6,328	4,506	4,491	35,921	19,995	3,716	2,571	1,625	1,064	Georgia.
12,879	11,828	623	1,025	202	274	462	499	7,577	5,633	696	604	451	506	Hawaii.
18,615	14,450	249	351	314	393	472	485	8,818	5,656	858	617	1,913	1,207	Idaho.
406,806	399,821	13,153	19,995	28,647	44,323	42,685	56,316	206,218	181,230	17,089	19,754	14,653	17,923	Illinois.
123,972	103,443	4,740	6,319	7,685	11,419	7,879	9,508	57,406	39,845	4,816	3,983	4,512	4,588	Indiana.
91,586	72,163	3,785	4,904	5,336	7,433	3,736	3,758	39,279	23,756	4,103	3,134	2,517	1,873	Iowa.
62,583	45,586	2,684	3,431	2,521	3,165	3,933	5,036	26,489	15,713	2,954	2,189	964	742	Kansas.
65,749	44,279	2,170	2,674	3,352	4,720	1,993	1,735	23,405	15,485	2,543	2,020	1,443	1,213	Kentucky.
68,789	50,156	2,508	2,989	3,902	5,124	4,135	4,399	35,594	21,832	3,329	3,032	3,317	1,365	Louisiana.
31,750	26,887	1,014	1,410	1,287	1,995	1,183	1,224	12,755	8,678	1,187	889	4,513	1,959	Maine.
75,562	61,725	5,755	7,842	7,306	9,796	6,902	7,163	33,187	24,480	3,149	2,945	1,011	1,685	Maryland.
205,942	203,668	9,182	13,555	20,956	30,371	14,897	17,514	99,087	85,424	9,441	10,436	4,170	4,661	Massachusetts.
211,857	185,652	11,899	16,771	10,688	16,977	13,330	15,400	95,355	75,460	8,312	8,596	13,968	13,732	Michigan.
116,121	108,850	4,085	5,704	7,605	10,452	6,443	7,011	52,290	40,001	5,871	5,253	4,250	3,884	Minnesota.
33,440	22,724	1,211	1,646	1,096	1,375	891	885	14,653	7,047	1,383	873	1,601	493	Mississippi.
165,812	137,746	6,141	8,162	11,001	15,626	12,435	12,589	73,582	53,574	6,504	6,124	3,862	4,118	Missouri.
18,709	17,983	342	501	586	779	1,157	1,206	10,108	7,937	820	771	1,229	981	Montana.
47,499	36,745	1,901	2,434	3,394	4,264	2,223	2,216	22,200	14,342	2,252	1,946	1,067	771	Nebraska.
4,195	4,431	54	79	91	84	333	358	3,948	3,929	358	341	168	148	Nevada.
17,587	14,702	1,185	1,280	1,192	1,745	611	691	4,911	6,225	616	568	1,320	588	New Hampshire.
143,208	146,821	6,674	9,586	24,956	40,506	19,564	21,959	92,259	80,389	7,931	8,439	3,486	3,820	New Jersey.
11,291	9,331	139	216	140	163	462	477	7,194	4,399	552	413	325	287	New Mexico.
649,899	703,666	41,977	65,568	95,215	143,644	121,476	146,408	373,168	367,243	40,395	50,568	16,474	22,712	New York.
109,797	101,408	1,785	2,518	3,386	4,625	2,909	3,075	32,920	19,842	2,916	2,184	1,364	882	North Carolina.
18,805	15,555	603	745	526	681	884	754	6,964	4,393	531	455	2,077	167	North Dakota.
286,462	265,350	8,505	12,479	17,002	25,18	21,321	25,963	135,533	109,164	11,984	11,727	8,446	9,207	Ohio.
67,068	49,968	2,055	2,710	2,325	3,118	4,580	5,227	31,658	20,362	3,620	2,955	1,108	970	Oklahoma.
45,642	44,668	929	1,259	1,833	2,415	2,395	2,320	22,183	17,770	2,941	2,645	9,982	7,724	Oregon.
352,311	312,215	16,372	22,768	26,728	43,131	36,084	40,778	156,553	126,778	15,240	16,223	13,502	13,460	Pennsylvania.
35,145	31,352	962	1,349	2,001	3,355	2,702	4,473	14,369	11,260	1,102	1,185	703	696	Rhode Island.
41,520	25,665	920	1,208	3,664	4,114	844	829	15,177	7,463	1,456	1,080	782	364	South Carolina.
17,853	13,595	458	1,500	728	790	434	367	15,646	3,809	657	497	145	147	South Dakota.
81,835	56,422	2,125	2,611	4,267	5,719	3,301	3,079	34,653	19,907	4,806	4,156	1,226	952	Tennessee.
220,439	162,728	6,214	7,728	10,102	11,455	11,812	12,847	12,720	11,046	12,967	10,923	3,553	2,950	Texas.
23,520	21,086	580	867	750	1,143	1,285	1,475	9,344	6,775	900	696	326	337	Utah.
12,088	10,617	502	703	805	1,325	297	259	5,377	3,633	418	287	796	481	Vermont.
80,667	62,776	1,036	2,682	4,849	6,582	7,542	8,469	23,181	20,560	4,091	3,215	2,372	1,280	Virginia.
80,972	76,930	1,850	2,612	3,987	5,624	6,998	6,907	32,406	32,013	3,846	3,712	9,537	8,426	Washington.
45,538	40,301	1,181	1,554	1,912	2,831	8,395	10,178	17,870	12,544	3,052	2,554	3,139	2,394	West Virginia.
105,418	101,683	4,176	6,040	6,386	9,577	4,557	5,280	45,209	35,977	5,191	4,042	4,340	4,340	Wisconsin.
8,341	7,858	184	281	121	79	468	809	4,589	3,280	425	318	483	476	Wyoming.

were under 25 years of age and 38 percent were women. Their wages were not large; the average for the entire group was \$196; men averaged \$233 and women, \$135. For the 1.1 million workers under 20, the average wage reported was only \$101.

Industry

Workers employed in the fourth quarter of 1938 have been classified according to the industrial division in which they received wages in that

quarter, and their wages for the entire year have been assigned to that division. The limitations of these data, however, preclude extensive analyses. Included in the 1938 wages are some received in 1937 but posted to individual accounts after May 12, 1939;⁸ consequently, the average wage computed from these figures would be higher than that computed from 1938 wages only. The seasonal factor must also be considered. Since

⁸ As indicated earlier (p. 51), these data were not corrected for carry-over.

Table 12.—*Old-age and survivors insurance: Workers with taxable wages in the fourth quarter of 1938¹*

[Corrected to June 15, 1940; wages in thousands²]

State	Total ³		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
	Male													
Total.....	15,396,192	\$17,564,137	724,947	\$790,088	1,055,591	\$875,343	6,679,062	\$8,007,951	650,827	\$759,090	164,625	\$263,783	339,683	\$539,395
Alabama.....	216,378	165,615	11,256	7,699	15,355	6,989	112,894	90,664	6,616	3,516	850	680	2,360	2,908
Alaska.....	8,251	11,007	2,730	4,757	754	812	1,986	1,961	747	765	21	39	91	126
Arizona.....	49,390	49,847	10,499	13,093	4,913	4,199	7,316	7,014	2,136	1,771	549	763	1,245	1,718
Arkansas.....	102,064	73,061	8,700	7,989	9,285	3,061	38,522	25,873	3,316	2,074	980	1,157	2,582	2,791
California.....	912,437	1,156,896	38,726	65,398	82,937	82,563	278,166	375,989	49,626	67,302	14,602	25,984	14,968	24,271
Colorado.....	119,095	124,144	12,904	13,595	9,062	6,773	34,638	38,155	3,474	3,318	2,499	3,780	3,742	4,698
Connecticut.....	296,522	366,538	621	709	20,692	19,880	164,387	203,795	8,164	10,094	2,802	5,387	5,613	9,865
Delaware.....	36,185	43,369	840	748	3,431	2,862	18,309	23,410	1,028	1,146	272	496	763	1,466
District of Columbia.....	92,446	110,418	799	792	10,727	10,957	11,637	16,760	5,232	7,377	2,114	3,649	1,342	2,249
Florida.....	195,749	151,519	2,049	1,422	23,340	15,219	50,507	39,771	12,007	7,891	2,103	2,120	2,339	2,995
Georgia.....	246,838	187,436	2,188	1,277	19,213	8,067	122,263	89,647	8,022	5,222	1,942	2,551	6,256	8,086
Hawaii.....	40,728	37,487	31	27	4,305	3,672	15,348	11,035	2,849	3,207	532	783	1,692	2,163
Idaho.....	47,134	44,758	5,040	7,244	4,478	2,964	13,002	11,870	1,661	1,494	568	656	1,906	1,884
Illinois.....	1,188,519	1,329,251	44,691	43,502	51,039	66,135	541,749	736,562	53,703	75,180	6,100	7,374	24,912	45,835
Indiana.....	412,519	401,519	10,749	10,711	23,164	19,759	218,112	258,517	12,701	14,085	3,538	4,087	9,738	14,797
Iowa.....	212,219	210,545	9,541	4,135	368	14,704	73,770	70,201	6,272	6,272	1,038	1,481	5,130	5,333
Kansas.....	167,467	144,311	19,059	17,457	15,238	8,966	36,338	44,017	5,375	4,385	1,144	2,377	4,301	5,817
Kentucky.....	197,177	170,350	40,339	39,166	14,972	8,729	34,541	54,393	8,316	6,233	699	976	3,546	3,853
Louisiana.....	217,323	186,540	7,985	10,552	18,014	11,434	87,000	77,840	15,153	11,080	1,359	1,045	2,447	2,338
Maine.....	105,762	97,659	306	208	8,112	5,157	34,327	50,231	2,618	2,618	1,035	1,744	3,073	3,825
Maryland.....	237,307	261,575	2,986	2,319	18,395	15,479	104,374	123,369	14,654	16,684	2,169	3,795	6,011	9,556
Massachusetts.....	634,544	725,224	1,256	1,325	38,074	35,699	324,104	301,380	22,787	29,014	8,086	15,697	10,401	17,959
Michigan.....	765,354	921,362	13,662	14,204	34,632	31,571	459,497	571,564	18,745	18,587	6,343	10,290	12,587	22,977
Minnesota.....	251,210	293,460	7,819	9,914	22,345	17,233	82,457	108,107	10,442	12,880	1,849	1,538	6,227	9,681
Mississippi.....	98,200	61,803	785	496	14,981	8,338	38,960	24,361	3,346	1,365	445	300	2,064	2,038
Missouri.....	406,332	454,771	11,637	9,211	23,319	19,781	163,136	200,153	21,059	24,470	5,448	9,923	3,058	14,388
Montana.....	55,076	60,775	15,284	17,537	4,916	3,379	9,359	10,552	1,363	1,645	669	896	1,910	3,049
Nebraska.....	96,156	91,371	924	549	10,054	5,789	25,019	28,207	4,464	4,289	1,768	1,886	2,274	2,886
Nevada.....	15,570	18,566	5,303	6,673	1,674	1,518	1,018	1,293	572	699	138	165	377	564
New Hampshire.....	69,783	67,169	412	312	5,459	3,893	38,786	37,852	922	799	845	1,192	2,237	2,889
New Jersey.....	596,600	789,297	4,039	5,111	33,464	35,726	316,707	435,420	24,755	32,023	5,634	11,110	15,199	26,912
New Mexico.....	33,736	32,761	7,996	9,899	4,874	3,186	4,325	4,288	1,360	1,482	386	410	760	529
New York.....	1,994,295	2,694,466	6,877	8,286	122,299	139,312	807,132	1,113,702	117,919	160,412	31,823	62,832	46,780	90,397
North Carolina.....	309,375	323,427	2,027	1,303	23,840	11,169	176,422	133,175	7,135	8,207	1,288	4,648	6,424	6,424
North Dakota.....	30,777	28,185	1,169	780	3,035	1,694	4,625	4,697	736	742	298	219	1,174	1,449
Ohio.....	971,425	1,191,162	26,856	27,653	44,671	41,327	524,781	674,718	35,483	44,726	8,757	14,992	21,376	34,982
Oklahoma.....	165,768	177,131	22,657	26,113	11,063	6,466	46,739	55,673	7,365	7,807	2,388	3,007	4,264	6,006
Oregon.....	131,373	150,490	1,062	1,066	9,298	8,889	53,097	61,750	7,871	10,258	2,605	4,268	3,351	5,758
Pennsylvania.....	1,396,845	1,668,877	17,047	19,037	69,959	65,241	675,799	837,809	45,992	60,654	11,328	20,925	33,881	56,108
Rhode Island.....	117,250	124,077	262	270	6,967	5,795	64,667	66,625	3,045	3,212	809	1,410	2,831	4,741
South Carolina.....	140,463	101,773	1,009	607	14,322	5,544	83,778	57,209	3,041	1,644	751	496	2,450	2,784
South Dakota.....	32,979	31,165	2,685	4,517	4,067	1,941	6,558	7,031	815	715	506	518	583	671
Tennessee.....	239,999	200,661	16,955	12,284	15,258	7,963	105,580	96,196	6,593	4,724	1,235	1,163	5,027	6,493
Texas.....	597,626	561,541	37,944	52,482	58,385	32,647	164,521	184,178	41,316	38,996	7,893	9,414	16,249	19,743
Utah.....	53,137	61,145	7,870	10,086	4,285	3,193	15,030	16,053	1,870	2,283	712	1,096	2,455	2,479
Vermont.....	38,577	37,732	624	648	3,360	2,021	18,155	17,828	815	667	878	1,371	1,175	1,420
Virginia.....	247,949	220,449	18,790	17,375	24,472	14,756	93,767	85,853	10,407	8,042	2,350	3,156	5,980	8,060
Washington.....	230,730	235,539	3,920	3,324	17,846	17,891	81,729	99,824	13,205	15,669	2,836	5,038	4,767	7,580
West Virginia.....	221,762	230,917	87,662	89,541	9,203	5,822	58,383	67,167	3,530	3,567	1,367	1,826	5,879	8,420
Wisconsin.....	347,021	421,399	1,313	1,244	25,059	22,497	187,757	211,422	9,177	9,236	4,186	6,149	7,966	13,222
Wyoming.....	27,202	30,796	6,544	9,138	3,963	3,078	4,908	5,062	1,127	1,466	338	441	583	822

See footnotes at end of table.

the data apply only to workers who received taxable wages in the fourth quarter, the tabulation excludes many workers who had wages only in some other part of the year; data for States or industries which exhibit a pronounced seasonal movement are therefore distorted. Furthermore, the tabulation allocates all wages for the year to the State and industry in which wages were received in the fourth quarter.

The fourth-quarter workers as a group are

similar to all 1938 workers in that 72 percent of their number were men. There is considerable variation in this percentage among the industrial divisions. (See table 12.) Men constituted more than 90 percent of the workers in three divisions—mining and quarrying, construction, and transportation—and 87 percent of the workers in public utilities. In trade, service, insurance, communication, and professional services, less than 65 percent of the workers were men.

and total amount of 1938 taxable wages, by industrial divisions,² by States, and by sex³—Continued

[Corrected to June 15, 1940; wages in thousands⁴]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
Male														
3,268,780	\$3,547,896	133,952	\$216,747	217,594	\$395,735	330,881	\$426,171	1,613,860	\$1,497,170	79,256	\$103,530	137,134	\$141,207	Total.
42,110	32,920	911	1,331	2,485	3,364	1,911	1,972	15,087	9,030	932	865	3,611	3,708	Alabama.
1,144	1,582	21	48	9	18	90	106	526	659	28	19	104	114	Alaska.
13,163	13,655	173	297	227	327	411	473	8,149	6,468	295	336	323	332	Arizona.
25,042	20,245	642	988	624	1,129	824	857	10,632	5,980	374	382	1,441	434	Arkansas.
215,755	256,711	7,017	11,857	11,639	21,094	20,911	25,067	161,056	178,626	7,979	10,058	9,025	11,976	California.
33,203	34,757	809	1,397	964	1,922	2,023	2,366	14,180	11,472	536	598	1,031	1,007	Colorado.
51,350	63,266	2,551	4,128	7,455	14,457	6,071	8,381	24,106	23,337	1,368	1,687	1,302	1,561	Connecticut.
6,853	7,297	502	875	500	941	1,195	2,026	2,377	2,211	115	173	267	379	Delaware.
31,945	38,571	643	1,052	1,463	2,403	6,946	6,640	17,223	16,168	1,016	1,537	1,359	2,264	District of Columbia.
60,159	48,642	1,475	2,068	1,966	2,821	4,371	4,011	32,530	22,466	1,004	1,071	1,902	1,023	Florida.
53,068	44,804	1,675	2,340	2,907	4,642	3,381	3,719	23,543	15,318	978	861	1,402	902	Georgia.
9,245	10,096	458	803	110	187	364	422	5,197	4,440	228	247	369	405	Hawaii.
12,888	12,221	169	275	161	293	299	366	5,043	4,157	186	190	1,733	1,144	Idaho.
255,769	307,018	8,779	15,149	15,852	30,882	29,898	45,839	130,258	133,631	5,678	8,782	9,693	13,359	Illinois.
82,040	83,066	2,804	4,588	4,531	8,453	5,814	8,059	33,167	29,375	1,168	1,453	3,243	3,589	Indiana.
61,899	59,022	2,467	3,762	2,683	4,808	2,741	3,096	28,111	16,764	558	922	1,841	1,535	Iowa.
44,170	38,484	1,842	2,706	1,478	2,389	3,181	4,528	16,191	11,822	816	893	611	562	Kansas.
46,630	36,650	1,454	2,081	2,121	3,652	1,533	1,412	14,827	11,562	752	765	1,145	1,042	Kentucky.
48,301	41,298	1,637	2,354	2,740	4,155	3,489	3,926	24,399	17,577	1,462	1,730	2,999	1,205	Louisiana.
21,682	20,309	629	1,055	757	1,498	965	1,068	7,764	6,354	245	248	4,246	1,879	Maine.
49,734	49,011	3,640	5,807	4,283	7,078	5,851	6,394	39,544	35,185	1,202	1,364	1,423	1,440	Maryland.
133,875	131,801	5,887	9,805	10,483	19,752	11,793	14,898	62,358	62,555	2,731	3,896	2,755	3,442	Massachusetts.
125,581	143,665	8,503	13,391	5,945	12,109	8,689	11,838	57,083	54,860	2,368	3,560	12,316	12,445	Michigan.
75,631	85,561	2,702	4,422	3,785	6,753	4,565	5,540	28,378	26,641	1,485	1,810	3,525	3,531	Minnesota.
22,357	19,117	857	1,293	1,219	1,033	1,249	1,721	10,410	5,526	345	295	1,329	430	Mississippi.
103,249	105,335	4,297	6,286	6,392	11,155	8,752	9,898	45,407	38,716	2,208	2,814	2,570	3,241	Missouri.
13,052	14,949	232	402	267	529	820	969	5,952	5,725	170	240	1,033	905	Montana.
32,847	30,056	1,287	1,937	1,608	2,567	1,410	1,678	13,398	10,585	332	332	771	609	Nebraska.
3,151	3,783	30	37	59	208	257	275	2,763	3,198	177	167	122	130	Nevada.
11,915	12,236	946	1,051	644	1,225	476	385	5,775	4,599	174	196	1,192	539	New Hampshire.
99,903	121,613	4,932	7,743	13,673	28,936	12,761	16,911	60,424	61,130	2,471	3,349	2,638	3,314	New Jersey.
8,367	181,181	92	170	71	106	264	389	4,713	3,431	173	146	255	243	New Mexico.
407,826	534,763	29,965	50,814	53,986	96,961	91,398	120,764	253,474	278,639	14,286	22,019	10,431	15,564	New York.
62,589	49,937	1,195	1,963	2,293	3,653	2,359	2,634	22,230	15,575	728	710	1,081	614	North Carolina.
14,115	13,462	409	599	287	452	749	697	3,946	3,108	101	155	133	131	North Dakota.
151,363	209,425	5,196	9,146	10,172	21,126	16,321	22,033	84,929	80,747	3,725	4,948	5,795	7,340	Ohio.
45,439	41,606	1,373	2,087	1,243	3,130	3,387	4,437	21,112	15,851	1,078	1,268	660	679	Oklahoma.
29,298	35,696	557	911	856	1,494	1,513	1,640	13,245	12,632	785	967	7,840	7,611	Oregon.
214,476	239,052	11,824	18,108	17,233	33,508	25,288	32,946	98,010	94,141	5,759	7,987	10,299	11,360	Pennsylvania.
23,318	24,690	599	960	1,194	2,447	2,270	3,961	10,334	8,849	425	558	529	560	Rhode Island.
28,233	21,736	626	987	2,668	3,378	651	692	10,675	5,920	520	452	739	325	South Carolina.
12,807	11,494	335	500	451	580	314	296	3,619	2,624	122	147	117	130	South Dakota.
54,683	45,172	1,365	1,969	2,527	4,184	2,619	2,607	22,274	15,019	2,022	2,188	861	698	Tennessee.
158,578	135,413	3,998	5,917	5,406	7,599	9,117	11,058	86,331	56,283	4,963	5,474	2,925	2,335	Texas.
15,395	17,482	352	671	423	864	926	1,244	5,915	5,129	237	276	227	289	Utah.
8,563	8,986	288	496	468	893	235	215	3,217	2,692	77	62	722	437	Vermont.
57,152	50,448	1,314	2,137	3,228	5,153	6,096	7,508	21,134	15,640	1,258	1,242	2,001	1,077	Virginia.
50,796	61,090	1,140	1,936	2,014	3,766	3,706	4,725	22,291	22,978	1,022	1,406	8,458	7,746	Washington.
30,669	33,658	721	1,144	1,331	2,303	7,891	9,739	11,336	9,489	973	1,102	2,817	2,239	West Virginia.
69,889	81,654	2,740	4,689	3,282	6,449	2,931	4,044	27,456	25,767	1,140	1,457	3,815	3,570	Wisconsin.
6,003	6,810	132	231	39	54	347	721	2,749	2,425	81	104	388	443	Wyoming.

Within each industry, the average taxable wage for men was higher than that for women. This difference was particularly marked in trade, in which many women work part time during the Christmas season. In manufacturing, too, there is a marked differential. The average taxable

wage for women was closest to that of men in construction, mining and quarrying, transportation, and public utilities—the industrial divisions in which women were least numerous.

This classification of workers provides data heretofore not available on the volume of em-

Table 12.—Old-age and survivors insurance: Workers with taxable wages in the fourth quarter of 1938¹

[Corrected to June 15, 1940; wages in thousands²]

State	Total ³		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities		
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
	Female														
Total.....	5,974,311	\$3,796,779	15,908	\$15,808	25,864	\$20,601	2,426	288	\$1,520,902	42,017	\$35,547	183,457	\$190,367	48,906	\$54,366
Alabama.....	55,430	24,168	119	99	1,295	645	21,274	9,746	279	163	368	293	282	266	
Alaska.....	1,286	827	58	76	7	7	391	158	28	20	18	19	11	7	
Arizona.....	11,840	6,309	200	185	62	37	608	404	114	64	519	335	135	145	
Arkansas.....	24,968	10,063	180	149	72	36	4,857	1,754	109	67	1,346	1,002	276	236	
California.....	358,852	256,450	2,307	3,102	2,407	1,932	85,115	56,849	5,600	3,999	17,032	18,501	2,194	2,597	
Colorado.....	42,286	23,923	219	202	135	103	6,751	4,150	208	179	2,649	2,277	368	346	
Connecticut.....	127,810	88,965	23	26	505	455	72,950	48,128	469	391	3,040	3,372	969	1,249	
Delaware.....	14,821	9,646	420	219	69	53	7,488	5,131	49	45	278	259	100	100	
District of Columbia.....	41,597	32,530	54	30	269	249	3,108	2,133	254	293	2,675	3,462	133	188	
Florida.....	68,609	29,849	66	32	588	454	17,133	6,830	918	419	976	864	221	241	
Georgia.....	111,823	49,396	39	34	318	230	62,034	26,895	379	239	808	944	711	713	
Hawaii.....	11,174	5,661	1	1	45	29	3,438	1,375	121	139	239	222	111	125	
Idaho.....	13,144	5,962	79	69	49	31	1,175	582	124	77	779	502	178	158	
Illinois.....	488,057	343,973	596	632	1,694	1,640	199,311	144,217	3,227	3,586	5,188	4,032	3,598	4,266	
Indiana.....	146,192	83,697	149	132	583	418	63,393	37,938	738	590	3,558	2,559	1,533	1,489	
Iowa.....	78,774	41,347	53	55	384	259	20,256	11,995	344	257	1,691	906	1,004	764	
Kansas.....	44,902	21,978	275	278	209	121	6,768	4,280	335	187	2,826	2,104	620	526	
Kentucky.....	55,050	26,479	574	407	236	189	19,662	9,476	980	287	1,008	794	399	364	
Louisiana.....	62,975	24,586	327	302	239	170	14,593	6,455	572	508	398	308	239	191	
Maine.....	45,592	22,865	9	7	161	105	25,924	12,328	84	71	1,621	1,328	395	395	
Maryland.....	91,454	52,563	41	34	369	259	41,184	22,185	601	601	3,277	3,324	807	895	
Massachusetts.....	318,874	213,910	69	68	1,256	1,089	167,589	104,807	2,268	1,957	11,205	12,500	1,748	1,911	
Michigan.....	238,013	148,251	323	311	899	749	82,008	56,215	1,078	965	6,511	6,832	1,073	2,358	
Minnesota.....	105,617	68,190	132	146	489	370	25,440	18,029	608	588	1,366	1,021	808	980	
Mississippi.....	23,636	10,940	37	24	213	68	11,130	3,869	315	62	97	80	238	198	
Missouri.....	194,267	117,675	243	245	680	576	76,794	46,965	1,526	1,203	6,762	6,504	1,600	1,701	
Montana.....	13,762	8,227	178	174	33	14	1,058	712	65	70	765	594	227	224	
Nebraska.....	37,468	19,571	25	22	194	144	6,211	3,499	224	168	1,548	1,548	876	833	
Nevada.....	3,153	2,055	124	96	26	19	174	105	55	34	68	66	47	47	
New Hampshire.....	32,196	17,991	14	11	114	73	19,844	11,349	52	35	1,068	884	304	292	
New Jersey.....	271,644	184,410	323	291	1,027	865	157,081	101,030	1,312	1,315	8,570	10,153	2,046	2,226	
New Mexico.....	7,273	3,343	129	113	47	25	425	182	43	22	472	308	89	73	
New York.....	959,693	766,396	775	833	4,099	4,078	426,481	313,275	7,612	8,028	35,153	48,458	8,125	11,432	
North Carolina.....	156,601	69,963	109	106	333	236	94,847	48,877	255	192	1,064	795	391	412	
North Dakota.....	10,858	5,139	22	15	56	37	1,656	638	46	34	194	106	164	125	
Ohio.....	330,094	216,085	809	837	1,315	1,057	130,349	91,176	1,714	1,658	10,481	10,908	3,469	3,605	
Oklahoma.....	60,040	26,528	1,034	1,370	191	144	6,216	4,007	405	297	3,460	2,841	611	621	
Oregon.....	43,595	26,610	36	23	173	108	9,326	5,379	557	457	1,865	1,833	576	570	
Pennsylvania.....	511,156	317,636	1,827	1,802	1,901	1,561	251,862	154,150	2,646	2,571	14,132	13,981	4,890	5,319	
Rhode Island.....	63,661	38,317	9	13	170	131	42,721	23,964	132	117	1,895	1,989	419	457	
South Carolina.....	60,209	25,258	11	12	164	99	39,164	17,461	111	79	332	215	176	159	
South Dakota.....	11,585	5,346	41	38	52	24	1,630	811	69	45	518	323	119	79	
Tennessee.....	60,803	44,244	207	161	221	142	42,794	21,405	320	246	787	684	612	597	
Texas.....	174,957	82,696	1,376	1,582	728	471	30,863	15,311	1,554	1,214	8,809	6,911	1,833	1,622	
Utah.....	20,144	9,557	109	103	48	29	4,988	1,822	88	83	1,185	917	206	179	
Vermont.....	12,368	6,621	12	15	44	29	4,383	2,214	40	24	888	628	198	177	
Virginia.....	90,720	44,554	190	159	416	306	35,119	18,521	341	274	2,591	2,321	608	613	
Washington.....	77,210	46,948	360	359	278	197	15,193	8,713	2,190	1,691	3,413	3,117	697	693	
West Virginia.....	43,461	24,338	1,238	913	119	77	14,426	8,597	177	126	1,589	1,379	563	565	
Wisconsin.....	123,794	81,456	68	39	535	431	48,082	34,363	427	374	5,712	4,908	1,354	1,499	
Wyoming.....	6,068	3,132	149	121	37	25	561	358	43	34	354	256	52	47	

¹ Workers with taxable wages in the fourth quarter of 1938 represent 77 percent of all workers in the 1938 basic tabulation, and their total 1938 taxable wages represent 80 percent of all wages in that tabulation. See footnote 3.

² Workers in the fourth quarter and their taxable wages for the year assigned to industrial division and State in which they were employed in fourth quarter. Workers in multi-industry employing organizations allocated to State

primary industry as determined by largest number of workers in all employing organizations in the State engaged in the same combination of industries.

³ Data derived from basic tabulation without adjustment for 1937 and 1938 carry-over. The basic tabulation includes for all 4 quarters of 1938 taxable wages identified for posting to individual accounts through May 12, 1938, plus all 1937 taxable wages identified for posting after July 9, 1938, and through

ployment in the Nation's industries during a given period. Comparisons of data for the industries or for the several States may be made, however, only with full regard for the varying operation of seasonal factors. All comparisons of wages must

take account, further, of the fact that the annual amounts here tabulated include some 1937 wage items and that the amounts given represent the wages only of workers who were employed in the fourth quarter of 1938.

and total amount of 1938 taxable wages, by industrial divisions,² by States, and by sex³—Continued

[Corrected to June 15, 1940; wages in thousands⁴]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
Female														
1,770,701	\$936,458	63,389	\$65,245	168,013	\$171,389	120,865	\$95,201	894,662	\$501,443	170,408	\$145,193	43,683	\$34,269	Total.
19,101	6,916	416	325	800	642	681	418	8,173	2,990	1,974	1,169	578	497	Alabama.
274	197	10	15	4	3	11	9	433	285	36	32	5	5	Alaska.
4,965	2,276	92	91	215	194	221	146	3,961	1,806	670	515	75	75	Arizona.
11,156	3,525	285	227	401	339	339	188	4,593	1,748	1,249	730	105	61	Arkansas.
17,685	70,985	3,452	3,865	11,179	11,801	9,742	8,315	79,504	54,807	17,540	16,014	5,095	3,634	California.
17,339	8,387	508	525	897	775	843	627	9,993	4,854	1,866	1,310	510	187	Colorado.
24,464	14,240	1,322	1,539	8,295	9,182	2,205	2,093	10,227	6,215	2,792	2,618	549	458	Connecticut.
3,308	1,718	222	243	191	172	528	527	1,733	866	272	262	73	51	Delaware.
17,184	10,973	370	449	1,264	1,350	2,226	1,813	10,452	7,244	2,065	2,361	1,543	1,956	District of Columbia.
25,130	9,890	664	592	1,260	930	1,087	1,075	17,194	6,502	2,508	1,924	264	187	Florida.
28,450	10,729	752	604	1,868	1,686	1,125	772	12,378	4,677	2,738	1,710	223	162	Georgia.
3,634	1,732	165	222	92	87	98	77	2,680	1,193	468	358	82	100	Hawaii.
5,727	2,229	80	76	153	100	173	118	3,775	1,528	672	428	180	63	Idaho.
151,037	92,803	4,374	4,846	12,795	13,441	12,754	10,477	76,561	47,599	11,411	10,972	4,960	4,564	Illinois.
41,932	20,377	1,936	1,781	3,154	2,966	2,065	1,449	22,239	10,469	3,648	2,530	1,269	999	Indiana.
29,687	13,141	1,318	1,142	2,653	2,625	995	661	16,168	6,992	3,245	2,212	676	338	Iowa.
18,413	7,102	842	726	1,043	776	752	510	10,298	3,891	2,168	1,296	353	180	Kansas.
19,119	7,629	716	583	1,231	1,076	458	322	8,578	3,924	1,791	1,255	298	172	Kentucky.
20,488	8,858	871	636	1,162	969	646	474	11,255	4,255	1,867	1,302	318	160	Louisiana.
10,068	4,578	385	355	530	497	218	156	4,991	2,324	939	641	267	80	Maine.
25,828	12,714	2,145	2,035	3,023	2,718	1,051	770	10,602	5,202	1,947	1,581	488	245	Maryland.
72,067	43,867	3,295	3,750	10,522	10,619	3,101	2,615	37,629	22,869	6,710	6,540	1,415	1,219	Massachusetts.
86,276	41,987	3,396	3,380	4,740	4,868	4,641	3,562	38,272	20,600	5,944	5,036	1,652	1,287	Michigan.
40,490	23,290	1,383	1,282	3,820	3,698	1,578	1,471	23,912	13,360	4,386	3,413	725	533	Minnesota.
9,653	3,607	394	354	417	342	249	164	4,643	1,522	1,038	589	262	62	Mississippi.
62,563	32,412	2,044	1,866	4,609	4,471	3,683	2,691	28,175	14,857	4,296	3,311	1,292	877	Missouri.
5,657	3,034	110	100	319	250	323	237	4,116	2,213	650	530	196	76	Montana.
14,652	6,689	614	497	1,786	1,696	813	538	8,802	3,756	1,920	1,214	296	162	Nebraska.
5,672	2,466	239	229	548	520	135	84	3,636	1,626	442	372	128	49	New Hampshire.
43,305	25,209	1,742	1,843	11,283	11,570	6,803	5,048	31,835	19,259	5,460	5,091	848	512	New Jersey.
2,924	1,150	47	46	69	56	98	88	2,481	968	379	267	70	44	New Mexico.
242,073	165,904	12,012	14,754	41,229	46,688	30,078	25,644	119,694	88,604	26,009	28,550	6,043	7,148	New York.
44,208	11,471	590	551	1,093	972	550	441	10,690	4,267	2,188	1,474	283	225	North Carolina.
4,690	2,093	194	146	239	229	135	97	2,958	1,285	430	298	74	36	North Dakota.
105,099	55,925	3,309	3,332	6,830	6,592	5,000	3,930	50,609	28,417	8,259	6,780	2,651	1,867	Ohio.
21,630	8,357	682	623	1,082	987	1,193	790	10,546	4,510	2,542	1,687	448	291	Oklahoma.
16,244	8,912	363	347	1,037	921	882	680	8,938	5,139	2,156	1,678	1,442	562	Oregon.
17,835	73,163	4,548	4,661	9,495	9,623	10,793	7,832	58,543	9,481	8,236	3,203	2,100	136	Pennsylvania.
11,827	6,661	363	389	807	908	432	513	4,035	2,411	677	630	174	136	Rhode Island.
13,257	3,929	294	221	996	736	193	137	4,502	1,543	936	628	43	39	South Carolina.
5,046	2,101	123	91	277	210	120	71	3,027	1,186	535	350	28	17	South Dakota.
27,152	11,251	760	642	1,740	1,535	682	471	12,379	4,888	2,784	1,968	365	294	Tennessee.
71,861	27,302	2,216	1,811	4,696	3,856	2,695	1,793	39,389	14,763	8,004	5,450	928	615	Texas.
8,425	3,604	225	195	327	279	359	232	3,429	1,646	663	420	89	49	Utah.
3,525	1,630	214	207	427	442	62	44	2,160	941	341	225	74	45	Vermont.
32,515	12,328	622	545	1,621	1,429	1,446	961	12,047	4,920	2,833	1,973	371	203	Virginia.
30,176	15,839	710	676	1,973	1,858	3,292	2,183	15,115	9,035	2,824	2,306	1,079	658	Washington.
14,869	6,643	460	409	581	528	504	439	6,534	3,052	2,079	1,453	322	155	West Virginia.
38,519	20,028	1,436	1,351	3,104	3,128	1,626	1,236	17,733	10,210	4,051	3,124	1,127	770	Wisconsin.
2,338	1,048	52	49	82	25	121	88	1,840	854	344	214	95	32	Wyoming.

May 12, 1939, and the workers for whom they were reported. The 1937 taxable wages amounted to \$1,604,981,112 and were paid to 4,278,915 workers of whom an estimated 745,087 were reported for 1937 but not for 1938. The 1938 wages identified for posting to individual accounts through May 12, 1939, and the workers for whom these wages were reported represented 96 percent of the respective estimated totals for the year.

* Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

² Excludes 2,253,413 workers whose returns did not carry industrial codes at time of tabulation or whose sex was unknown, and their taxable wages of \$2,256,538,571.

Employment and Pay Rolls, 1939

EMPLOYERS subject to the provisions for Federal old-age and survivors insurance are required to report to the Bureau of Internal Revenue the names, account numbers, and taxable wages paid to employees who are covered by the program. These reports made in connection with quarterly tax returns are transmitted to the Social Security Board in order that the wages received by all covered workers may be recorded in their individual accounts. Individual wages are posted to employee accounts only once a year, after reports for all calendar quarters have been received. Certain summary data are, however, compiled each quarter from total figures reported by employers, to give an indication of the number of workers engaged in covered employment at the end of the quarter, total taxable pay rolls for the quarter, and the number of employing organizations reporting taxable pay rolls, each classified according to size of employing organization and industry. Whereas the latest wage-record data available for presentation in this volume relate to 1938 (pp. 51-65), it is possible to give in broad outlines figures for employment and pay rolls under the old-age and survivors insurance program for 1939.

Certain explanations of the character of the data presented in tables 13-16 are essential to an understanding of their significance and comparability with similar information obtained from other sources. For example, the total number of employers making returns to the Bureau of Internal Revenue under provisions of the Federal Insurance Contributions Act (formerly title VIII of the Social Security Act) is larger than the total included in the tabulations here presented. Some employers file returns even though they are not liable for contributions for the quarter in question. Such returns are not included in the tables. Returns from employers who report taxable wages for a quarter but no employees at the end of the pay-roll period are included, however. Such instances arise when an employer goes out of business or when an establishment is shut down. Table 13 shows \$15.1 million in taxable wages paid by 28,665 employing organizations which reported no employees on the last day or the last pay roll of September.

The interrelationships of the three sets of data—number of employing organizations, amount of taxable pay rolls, and number of workers—should be borne in mind. All employing organizations, including those with no employees at the end of the quarter, are represented in the total

Table 13.—Old-age and survivors insurance: Number of employing organizations¹ and amount of taxable pay rolls, July-September 1939, and number of workers on last day or last pay roll of September 1939, by size of employing organization²

[Corrected to Oct. 1, 1940]

Number of workers in employing organization ³	Employing organizations	Taxable pay rolls	Workers
Total.....	1,774,204	\$7,408,365,488	25,377,216
0-4.....	28,665	15,139,468	0
1-9.....	1,458,081	958,504,626	4,109,519
10-19.....	528,087	108,216,499	528,087
20-29.....	309,958	134,135,550	619,916
30-39.....	204,187	139,106,249	612,561
40-49.....	130,001	120,434,164	520,004
50-59.....	95,135	114,299,916	475,775
60-69.....	71,965	106,392,916	431,790
70-79.....	56,241	99,702,759	393,687
80-89.....	34,684	71,032,533	277,472
90-99.....	27,803	65,054,321	250,227
100-999.....	257,749	1,847,735,281	6,664,704
10-19.....	137,508	501,425,583	1,852,180
20-29.....	49,010	328,518,964	1,167,889
30-39.....	25,191	239,238,434	856,147
40-49.....	15,338	189,120,526	676,867
50-59.....	10,220	155,720,459	553,760
60-69.....	7,366	131,986,363	472,818
70-79.....	5,471	112,608,244	405,954
80-89.....	4,158	97,746,256	350,513
90-99.....	3,487	91,365,452	328,576
1,000-9,999.....	27,538	1,943,020,019	6,873,676
100-199.....	15,506	595,305,046	2,145,580
200-299.....	5,174	348,798,509	1,254,499
300-399.....	2,566	245,758,950	883,260
400-499.....	1,483	187,527,736	660,553
500-599.....	972	154,174,426	530,834
600-699.....	646	123,407,785	418,435
700-799.....	503	107,976,212	375,966
800-899.....	374	94,736,236	316,942
900-999.....	314	85,335,119	287,587
1,000 and over.....	2,049	1,564,543,159	4,782,916
1,000-1,999.....	1,223	510,422,955	1,674,121
2,000-2,999.....	385	305,043,265	941,911
3,000-3,999.....	166	192,428,772	562,550
4,000-4,999.....	109	169,131,794	457,301
5,000-5,999.....	54	100,248,321	300,478
6,000-6,999.....	43	96,466,222	279,827
7,000-7,999.....	20	52,020,036	145,436
8,000-8,999.....	26	82,564,736	220,378
9,000-9,999.....	18	56,217,058	170,884
10,000 and over.....	122	1,079,422,935	2,946,401

¹ An employing organization includes all establishments reported on 1 employer return.

² Tabulation from which compiled includes 91 percent of estimated number of reports of taxable pay rolls for July-September.

³ As determined by number of workers reported on last day or last pay roll of September.

⁴ Returns show taxable pay rolls during quarter but no workers on last day or last pay roll.

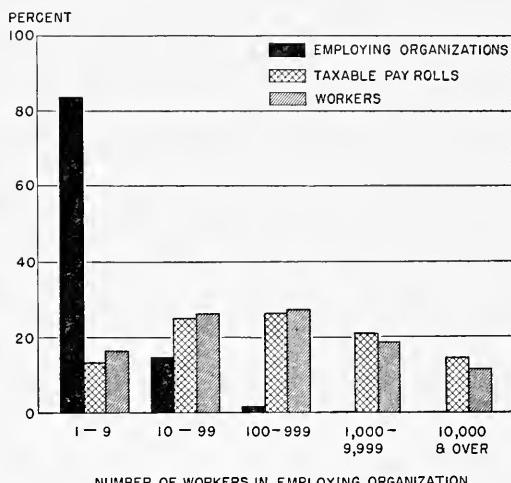
taxable pay rolls for the quarter. Only employing organizations which reported workers on the last day or last pay roll of the quarter are represented in the count of workers as of those dates. Total taxable pay rolls for the quarter include all taxable wages of all employees who received such wages at any time during the quarter, not merely the wages of those who were employed on the last day or last pay roll of the quarter.

In tabulating the reports on employment and pay rolls, it is necessary to make an arbitrary decision on the closing date for the inclusion of employer reports and to omit data from reports received thereafter. This date was set at approximately 4 months after the end of the quarter, and for the most part the employers whose reports were received later were those who had few employees and small pay rolls. The tabulation for the first quarter of 1939 includes 91 percent of the estimated number of employer reports and includes 98 percent of the estimated employees and pay rolls for the quarter. The data presented for the other quarters of the year similarly represent all but a small percentage of the employers, employees, and pay rolls for those periods.

Employers have the option of reporting the number of covered workers in their establishments on either the last day or last pay roll of the quarter. It is believed that employers with a large number of workers choose the latter alternative. Since this count approximates a census of employment at a given time, it is evident that pay rolls for the quarter cannot be divided by the number of workers reported at the end of the quarter to derive an average taxable wage.

The total employment and pay rolls for the year 1939 (tables 14 and 15) are not directly comparable with data from 1938 wage records presented in tables 6-12 (pp. 52-65). Aside from the difference in the period to which the figures apply, total taxable wages as derived from these employment and pay-roll figures include amounts which cannot be entered in the accounts of individual workers until after discrepancies in account number and name are reconciled or supplementary information is received by the Board. The extent of delayed or incomplete reporting by employers has decreased with increasing knowledge of the purpose and procedures of the old-age and survivors insurance program, but the differences between the two series of data which may derive

Chart 9.—Old-age and survivors insurance: Percentage distribution of employing organizations and taxable pay rolls, July-September 1939, and of number of workers at end of September 1939, by size of employing organization¹



¹ See table 13, p. 66.

from delayed or incomplete reporting should not be overlooked in interpreting the figures. As far as practicable, the data from 1938 wage records incorporate corrections for such factors.

When an employer has reported as much as \$3,000 paid to an individual employee in a calendar year, he ceases to report additional wages paid to that worker since only the first \$3,000 received in a year is taxable under the old-age and survivors insurance program. None of the pay-roll or wage data derived from the operation of the program can be interpreted as reflecting total pay rolls or total income of workers. Moreover, wages derived from employment excluded from coverage under the system are not contained in any of the tables in this section. The principal areas of employment thus excluded are agricultural labor, domestic service in private homes, railroad employment as defined by the Railroad Retirement Act, employment in the service of Federal, State, and local governments and Federal instrumentalities, service as a member of the crew of a documented vessel of the United States, and employment in the service of nonprofit organizations engaged in religious, educational, literary, scientific, and charitable activities.

In reporting wages paid in 1937 and 1938, em-

Table 14.—*Old-age and survivors insurance: Number of workers on last day or last pay roll of March, June, September, and December 1939, by major industry groups¹*
 [Corrected to Oct. 1, 1940]

Major industry group and number	Allocated to primary industry ²						Adjusted for secondary industries ³		
	March	June	September	December	March	June	September	December	
Total ⁴	23,152,546	24,118,358	24,944,576	24,468,375	23,152,546	24,118,358	24,944,576	24,468,375	
Agriculture ⁵	18,412	13,407	8,333	7,554	21,578	16,915	11,823	11,160	
Mining and quarrying	740,768	720,742	777,656	781,938	825,649	806,651	863,382	870,258	
10. Metalliferous mining	65,513	71,397	75,980	70,492	88,153	94,312	98,846	94,050	
11. Anthracite mining	92,517	84,175	88,685	89,055	93,029	84,695	84,389	86,617	
12. Bituminous coal mining	322,118	352,432	405,782	419,933	409,431	423,739	435,437	417,923	
13. Crude petroleum and natural gas production	122,829	134,286	131,081	133,567	172,298	168,923	172,444	175,510	
14. Nonmetallic mining and quarrying	67,791	78,549	80,943	68,371	74,268	85,004	87,485	87,485	
Contract construction	984,905	1,297,683	1,328,006	1,033,580	979,921	1,292,336	1,323,669	1,028,058	
15. General contractors—building construction	310,339	386,115	370,958	299,358	321,702	387,616	382,434	311,181	
16. General contractors, other than building construction	281,629	409,140	434,895	280,619	365,221	416,003	416,003	261,496	
17. Special trade contractors (subcontractors)	392,837	502,428	522,453	453,573	504,211	525,232	455,406		
Manufacturing	10,484,576	10,363,098	11,112,451	10,944,577	10,248,628	10,324,284	10,874,150	10,898,068	
20. Food manufacturing	1,265,494	1,431,677	1,564,509	1,530,083	1,235,980	1,401,194	1,474,500	1,289,373	
21. Tobacco manufacturing	1,245,542	1,238,542	1,223,820	1,181,862	1,107,229	1,177,308	1,26,148	108,079	
22. Textile mill products	829,916	1,008,386	1,299,856	1,185,270	1,085,402	1,26,400	1,235,877		
23. Apparel and other finished articles made from fabrics	830,975	949,217	949,217	908,605	908,605	988,241	969,241		
24. Basic lumber industries	378,952	435,932	438,915	430,325	388,662	385,890	388,177		
25. Finished lumber products	378,952	435,932	438,915	430,325	388,662	385,890	388,177		
26. Paper and allied products	265,549	264,702	283,926	283,926	283,926	317,330	417,385	413,660	
27. Printing, publishing, and allied industries	580,793	585,793	588,793	584,798	597,935	527,935	517,390	517,390	
28. Chemicals	461,755	461,755	461,755	461,755	476,752	476,752	378,969	378,969	
29. Products of petroleum and coal	410,437	422,383	415,704	405,193	407,503	407,497	420,386	450,685	
30. Rubber products	139,354	159,104	182,033	183,329	126,191	329,753	329,753	258,539	
31. Leather and its manufactures	402,885	387,745	389,407	371,448	387,976	386,976	386,976	386,976	
32. Stone, clay, and glass products	397,107	396,563	402,707	392,740	392,121	397,580	375,482	375,482	
33. Iron and steel and their products	1,222,337	1,220,563	1,292,390	1,380,372	1,177,929	1,165,929	1,237,871	1,237,871	
34. Nonferrous metals and their products	231,088	236,963	265,118	272,418	254,296	260,453	282,538	364,660	
35. Electrical machinery (including radios and refrigerators)	306,978	405,100	439,075	435,225	426,211	455,712	469,985	466,143	
36. Machinery other than electrical	688,543	703,251	728,677	751,882	726,661	724,541	742,838	746,572	
38. Automobiles, bodies, and parts	552,012	503,886	497,061	557,088	491,627	442,035	496,064	493,627	
41. Miscellaneous manufacturing	451,012	436,493	466,674	472,759	460,103	444,975	475,137	481,479	
Transportation	866,548	880,724	961,172	911,271	884,567	898,932	979,361	930,010	
41. Street, suburban and interurban railways (other than interstate railroads) and city and suburban bus lines	146,055	145,598	137,301	146,878	166,651	159,322	148,202	157,903	
42. Trucking and/or warehousing for hire	322,985	320,752	399,099	383,505	321,330	401,509	401,509	386,288	
43. Other transportation, except water transportation	135,318	139,045	142,713	143,320	136,738	141,043	144,148	144,798	
44. Water transportation	169,545	162,175	166,933	173,360	192,249	93,900	93,227	75,133	
45. Services allied to transportation, not elsewhere classified	171,645	169,594	188,353	163,908	173,548	171,520	180,276	165,888	
Public utilities	851,661	868,759	847,817	826,943	883,318	850,445		828,959	
46. Communications, telephone, telegraph, commercial, radio, and related services	366,307	371,098	390,205	382,832	387,131	371,932	391,037	383,689	
48. Utilities: light, heat, and power companies; electric and gas	436,553	435,553	455,704	443,343	418,867	455,401	436,822	423,950	
49. Other local utilities and local public services	20,206	23,237	22,850	20,532	20,945	25,985	23,506	21,320	
Wholesale and retail trade	4,886,222	5,057,065	5,145,098	5,370,302	4,975,221	5,147,165	5,288,585	5,402,906	
50-2. Wholesale trade and wholesale and retail trade combined	1,600,419	1,622,092	1,766,360	1,742,459	1,741,230	1,784,928	1,859,057	1,887,980	
53. Retail general merchandise	934,772	1,013,603	1,115,184	1,241,540	1,241,540	991,680	1,187,163		
54. Retail food	755,430	803,249	904,181	930,416	930,416	752,579	797,986		
55. Retail automotive	315,174	307,222	364,728	373,856	373,856	377,238	382,784		
56. Retail apparel	432,675	431,553	440,553	432,675	432,675	447,537	459,117		
57. Retail trade not elsewhere classified	768,732	759,150	756,656	771,205	765,114	782,754	797,860		

Finance.....	226,126	233,218	234,229	227,084	240,965	248,227	249,205	242,513
60. Bank and trust companies	78,397	81,649	82,721	80,344	87,743	91,108	92,160	90,659
61. Investment banking and security speculation	71,624	71,567	71,914	66,330	72,363	72,152	72,660	67,198
62. Finance agencies not elsewhere classified	76,206	80,042	79,594	78,810	80,949	84,804	84,355	84,355
Insurance.....	462,446	473,370	459,392	447,201	421,388	482,370	418,480	405,051
63. Insurance carriers.....	386,691	406,866	392,831	381,868	355,274	384,946	351,001	338,772
64. Insurance agents and brokers.....	66,755	66,594	66,561	66,333	66,664	67,424	67,479	66,279
Real estate.....	465,763	602,434	469,770	464,828	538,257	575,800	542,987	640,259
65. Real estate dealers, agents, and brokers.....	312,644	370,925	372,150	367,875	385,892	397,492	389,680	389,186
66. Real estate, insurance, loans, law office, any combination.....	56,839	59,632	61,910	57,610	55,098	57,800	57,672	55,577
67. Administrative offices and holding companies.....	66,210	71,917	38,169	38,743	114,267	120,508	86,655	89,696
Service.....	2,688,127	3,008,992	3,051,940	2,900,852	2,694,983	3,018,969	3,061,887	2,910,840
70. Hotels, furnished rooms, camps, and other lodging places.....	489,422	494,622	396,983	370,054	424,270	419,503	378,416	371,453
71. Eating and drinking places.....	635,656	737,698	712,307	750,309	686,305	732,944	701,453	621,379
72. Personal service.....	698,809	643,374	635,047	621,403	643,315	635,018	635,018	635,018
73. Business service not elsewhere classified.....	808,391	815,921	307,653	304,821	305,213	311,724	303,446	300,615
74. Employment agencies and commercial and trade schools.....	178,326	161,921	171,227	175,655	157,092	176,511	165,453	165,453
75. Automobile repair services, garages, and filling stations.....	246,830	273,938	271,637	268,630	257,092	280,708	286,225	286,225
76. Auto parts, tires, and miscellaneous hand tools not elsewhere classified.....	61,100	67,144	65,630	66,830	67,100	67,631	67,631	67,631
77. Repair, service, and maintenance of personal, household, and related services.....	62,486	68,532	60,016	76,639	62,112	68,519	66,416	76,535
78. Amusement and recreation, motion pictures, and related services.....	162,236	173,656	184,610	174,902	170,138	181,522	182,522	182,522
79. Amusement and recreation and related services not elsewhere classified.....	180,328	235,618	234,984	214,730	181,909	235,602	216,356	216,356
Professional services.....	275,589	284,726	283,041	278,390	276,372	285,214	283,599	279,983
80. Medical and other health services.....	139,784	145,864	146,758	146,088	139,826	146,902	145,236	145,236
81. Law offices and related services.....	81,342	83,710	84,175	82,389	81,767	84,225	82,344	82,344
82. Educational institutions and agencies.....	19,103	16,228	16,086	17,229	16,303	16,228	17,220	17,220
83. Other professional and social service agencies and institutions.....	35,460	38,844	37,019	34,797	35,744	37,306	35,193	35,193
Miscellaneous.....	210,698	231,228	240,128	255,251	217,544	238,157	247,042	262,376
85. Private business organizations not elsewhere classified.....	51,284	65,152	71,216	75,019	57,759	71,716	77,786	81,788
86. Membership organizations, such as trade associations, trade unions, etc.....	158,217	165,491	168,346	150,062	165,836	168,690	168,417	170,170
All other.....	1,197	605	566	170	1,197	605	566	566

¹ Tabulation from which compiled includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 95 percent; July-September, 92 percent, and October-December, 90 percent.

² Workers in multi-industry employing organizations allocated to industry (a) in which largest number of employees is engaged and (b) which is carried on in productive or operating units of employing organization.

³ Adjusted on basis of reports of establishments made in connection with employers' applications for identification numbers showing for each multi-industry employing organization proportionate amount of unemployment in each industry. No adjustment made for sales outlets and establishments carrying on auxiliary and/or accessory activities when these are the only units not engaged in primary industry of employing organization.

⁴ Excludes workers in first quarter of December or last day of month as follows: March, 651,257; June, 692,469; September, 1,432,741; and December, 1,772,633. Returns of organizations employing these workers did not carry industry, industrial, and/or geographical codes at time of tabulation.

⁵ Relates to workers having taxable occupations in agriculture.

Table 15.—Old-age and survivors insurance: Amount of taxable pay rolls, by major industry groups and by quarters, 1939¹

[Corrected to Oct. 1, 1940]

[In thousands \$]²

Major industry group and number	Allocated to primary industry ³						Adjusted for secondary industries ⁴					
	Total	January-March	April-June	July-September	October-December	Total	January-March	April-June	July-September	October-December		
Total ⁵	\$28,375,274	\$6,817,328	\$7,017,462	\$7,394,383	\$7,299,046	\$28,379,274	\$6,817,328	\$7,017,982	\$7,394,388	\$7,299,046		
Agriculture ⁶	9,238	3,353	2,707	1,551	1,435	12,163	4,205	3,439	2,265	2,164		
Mining and quarrying	903,762	231,815	187,112	234,059	290,776	1,036,422	265,389	217,346	267,142	286,536		
10. Metallic mining	105,243	24,036	25,693	28,488	27,124	121,450	32,996	34,598	37,913	37,013		
11. Anthracite mining	114,510	31,351	29,373	25,691	27,805	117,204	32,587	30,177	25,933	28,507		
12. Bituminous coal mining	426,329	116,337	66,611	120,604	130,876	451,080	123,989	125,743	119,655	136,475		
13. Crude petroleum and natural gas production	179,338	43,943	45,414	45,490	44,882	235,680	57,743	59,232	50,608	50,107		
14. Nonmetallic mining and quarrying	75,341	16,347	20,219	21,786	19,389	86,988	18,134	22,387	24,033	22,434		
Contract construction	1,287,268	232,052	341,447	378,340	335,429	1,207,960	292,880	345,073	382,414	337,568		
15. General contractors—building construction	372,179	70,377	100,586	106,427	94,386	392,092	74,377	105,831	111,912	99,912		
16. General contractors, other than building construction	385,316	66,568	100,355	118,757	98,366	383,738	61,629	95,234	114,103	92,733		
17. Special trade contractors (subcontractors)	529,743	94,606	140,507	152,356	141,674	512,149	96,874	144,009	156,399	144,868		
Manufacturing	13,734,250	3,332,764	3,500,243	3,501,904	13,341,064	3,241,503	3,246,439	3,397,527	3,495,595			
20. Food manufacturing	406,199	130,915	147,285	142,373	142,373	406,934	107,089	123,113	401,599	425,272		
21. Tobacco manufacturing	114,637	26,084	27,988	30,186	29,186	110,265	24,474	26,949	29,439	26,227		
22. Textile and apparel	1,179,039	290,131	277,135	295,154	316,318	1,110,265	273,920	260,647	278,318	267,380		
23. Apparel and finished articles made from fabrics	833,018	211,339	198,494	216,234	206,751	868,936	220,285	207,030	225,367	216,281		
24. Furniture and fixtures	380,126	83,334	83,326	101,532	101,532	383,360	73,423	82,601	91,312	91,024		
25. Finished lumber products	424,126	97,994	101,159	111,228	114,035	433,754	100,760	103,375	112,788	116,833		
26. Paper and allied products	353,105	85,107	89,688	89,222	92,028	350,822	90,038	96,988	101,246	104,915		
27. Printing, publishing, and allied industries	870,184	226,389	222,402	220,768	200,624	880,119	231,176	227,312	225,760	204,856		
28. Chemicals and allied industries	853,764	145,010	144,772	144,233	144,233	864,744	168,116	160,726	159,832	156,696		
29. Products of petroleum and coal	735,128	100,086	100,086	102,775	102,084	480,765	123,939	122,814	122,285	111,727		
30. Rubber products	231,226	59,075	51,233	51,488	50,280	144,176	44,744	44,744	44,744	44,744		
31. Leather and its manufactures	100,157	100,157	100,157	100,157	100,157	63,807	334,014	102,328	92,356	91,336		
32. Stone, clay, and glass products	100,153	118,730	121,629	123,929	123,929	100,153	100,153	100,153	100,153	100,153		
33. Iron and steel and their products	428,918	43,513	46,151	46,151	46,151	131,522	161,856	168,600	173,349	171,211		
35. Nonferrous metals and their products	75,207	75,207	75,207	75,207	75,207	53,533	53,533	53,533	53,533	50,625		
36. Electrical machinery, including radios and refrigerators	619,639	148,122	153,000	155,456	161,853	634,613	106,634	107,163	106,198	105,253		
37. Machinery of other than electrical	1,122,900	263,900	278,197	290,220	290,220	1,163,724	198,988	205,722	166,522	174,425		
38. Automobiles, bodies and parts	860,143	203,313	183,947	183,947	226,305	1,183,724	183,947	175,727	150,445	178,607		
39. Miscellaneous manufacturing	591,767	137,964	142,850	151,865	151,865	159,087	60,1,376	139,619	145,693	154,693		
Transportation	1,014,567	237,812	248,689	262,726	265,540	1,060,424	218,287	260,015	274,447	277,675		
41. Street, suburban, and interurban railways (other than interstate railroads) and city and suburban bus lines	248,000	60,474	61,053	62,859	62,714	271,627	66,060	67,794	69,032	68,742		
42. Trucking and/or warehousing for hire	399,668	88,383	95,819	104,599	110,757	410,194	90,739	98,392	107,222	113,826		
43. Other transportation, except water transportation	158,245	39,145	39,150	39,882	39,718	162,800	40,222	40,704	40,981	40,893		
44. Water transportation	75,701	18,920	19,505	17,074	17,074	78,823	19,634	19,861	21,477	17,851		
45. Services allied to transportation, not elsewhere classified	132,933	30,660	32,282	34,734	35,247	136,980	31,632	33,265	35,271	36,362		
Public utilities	1,352,793	328,856	348,268	356,424	319,244	1,319,096	326,891	347,880	355,604	318,721		
46. Communications: telephone, telegraph, commercial radio and television services	588,249	145,360	151,950	154,058	160,921	148,209	155,167	157,494	161,637	140,054		
47. Utilities: light, heat, and power companies, electric and gas	741,015	177,889	190,471	176,921	176,921	172,751	191,097	192,905	172,905	172,905		
48. Other local utilities and local public services	24,529	5,597	5,847	6,643	5,443	21,882	5,931	6,176	7,013	5,762		

Wholesale and retail trade.....	5,419,864	1,296,616	1,354,920	1,360,809	1,395,519	5,541,936	1,393,993	1,385,767	1,400,941	1,428,255
50-2. Wholesale trade and wholesale and retail trade combined	2,188,905	541,021	546,453	558,277	543,053	2,340,594	557,973	564,326	585,279	582,816
53. Retail general merchandise.....	265,307	195,980	209,424	208,500	240,063	186,823	185,045	186,924	196,138	222,716
54. Retail food.....	753,307	181,501	187,218	186,715	193,304	170,477	165,447	172,112	177,948	180,621
55. Retail automotive.....	443,757	102,203	115,702	112,200	113,621	105,447	105,085	111,311	117,829	119,039
56. Retail apparel.....	404,947	93,844	103,739	108,709	105,156	107,701	107,011	107,334	112,196	112,350
57. Retail trade not elsewhere classified.....	774,491	182,067	192,354	200,278	199,792	181,133	182,920	202,939	211,692	210,692
Finance.....	353,112	95,457	89,876	88,471	79,308	381,930	102,873	97,129	95,841	86,087
60. Bank and trust companies.....	117,401	29,513	29,068	31,349	27,441	134,614	33,600	33,055	35,618	31,302
61. Investment banking and security specialization.....	127,106	37,419	33,211	30,159	26,313	130,875	38,450	35,046	37,152	37,152
62. Finance agencies not elsewhere classified.....	108,605	28,526	27,567	26,963	25,350	117,441	36,814	29,865	29,147	27,653
Insurance.....	722,190	196,926	188,702	181,244	155,318	623,048	170,706	161,694	156,545	134,108
63. Insurance carriers.....	630,617	172,044	165,145	158,588	134,940	528,534	145,073	137,342	132,169	112,951
64. Insurance agents and brokers.....	91,473	24,882	23,557	22,655	20,475	25,633	24,341	23,376	21,152	21,152
Real estate.....	522,233	128,518	138,808	130,024	124,322	629,375	154,617	163,790	157,933	153,026
65. Real-estate dealers, agents, and brokers.....	372,831	85,800	97,166	96,981	92,884	406,602	98,534	105,831	105,702	101,525
66. Real estate, insurance, loans, law office, and holding companies.....	70,419	17,448	18,098	18,102	16,681	68,655	16,771	17,635	17,824	16,375
67. Administrative offices and holding companies.....	78,984	25,270	23,605	14,851	15,258	154,119	44,313	40,283	34,406	35,117
Service.....	2,371,338	610,338	653,974	677,593	629,433	2,602,234	616,627	661,443	685,861	688,303
70. Hotels, furnished rooms, camps, and other lodging places.....	319,843	75,024	78,905	91,388	74,327	293,889	67,423	71,844	86,541	69,061
71. Eating and drinking places.....	539,875	114,564	129,258	140,037	136,037	530,222	116,713	112,885	138,968	138,968
72. Personal service.....	539,793	127,582	138,981	139,102	134,129	547,736	129,257	141,131	141,131	136,217
73. Business service not elsewhere classified.....	395,284	107,803	103,050	95,017	89,414	399,450	109,418	104,066	95,914	95,914
74. Employment agencies and commercial and trade schools.....	18,376	5,127	6,211	4,578	4,550	20,516	5,522	5,036	4,967	4,973
75. Automotive repair services, garages, and filling stations.....	244,895	55,102	60,928	64,600	63,964	256,361	57,879	63,863	67,498	67,120
76. Repair services and miscellaneous hand trades not elsewhere classified.....	76,050	17,207	19,938	19,917	19,988	77,647	17,521	19,370	20,305	20,305
77. Agricultural and horticultural services and related services.....	59,445	11,978	15,061	16,444	15,962	60,177	12,007	15,299	16,509	16,302
78. Amusement and recreation: motion pictures and related services.....	209,642	56,538	53,859	51,899	47,769	222,803	60,367	57,447	55,152	49,978
79. Amusement and recreation and related services not elsewhere classified.....	188,334	39,414	50,363	54,611	44,115	193,634	40,563	51,733	55,956	45,222
Professional services.....	306,451	78,414	78,027	76,385	73,626	312,657	79,831	79,634	78,017	75,156
80. Medical and other health services.....	128,688	31,498	31,861	32,264	32,415	31,905	32,733	32,709	33,025	33,025
81. Law offices and related services.....	100,076	26,464	25,587	25,633	23,393	102,221	25,974	26,177	28,845	28,845
82. Educational institutions and agencies.....	17,385	5,486	4,400	3,075	4,423	17,733	5,590	3,141	4,510	4,510
83. Other professional and social-service agencies and institutions.....	60,963	15,965	16,179	13,413	13,396	62,622	16,382	16,633	15,852	13,776
Miscellaneous.....	182,209	44,410	46,088	48,069	45,692	190,966	46,426	48,284	50,404	45,852
85. Private business organizations not elsewhere classified.....	50,621	9,669	12,055	14,407	14,330	56,294	10,976	13,474	15,908	15,846
86. Membership organizations, such as trade associations, trade unions, etc.....	131,157	34,488	33,850	33,480	29,339	134,690	35,177	34,669	34,260	29,984
All other.....	530	122	153	262	23	581	273	140	146	22

¹ Tabulation from which compiled includes following percentages of estimated number of reports for identification numbers showing for each multi-industry employing organization proportionate amount of employment in each industry. No adjustment made for sales outlets and establishments carrying on auxiliary and/or accessory activities when these are the only units not engaged in primary industry of employing organization.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

³ Taxable pay rolls as follows: January-March, \$159,310,900; April-June, \$117,154,536; July-September, \$163,421,258; and October-December, \$115,165,855. Returns for employing organizations reporting these pay rolls did not carry industrial and/or geographical codes at time of tabulation.

⁴ Relates to workers having taxable occupations in agriculture.

80. Medical and other health services.....

81. Law offices and related services.....

82. Educational institutions and agencies.....

83. Other professional and social-service agencies and institutions.....

Miscellaneous.....

85. Private business organizations not elsewhere classified.....

86. Membership organizations, such as trade associations, trade unions, etc.....

All other.....

¹ Tabulation from which compiled includes following percentages of estimated number of reports for identification numbers showing for each multi-industry employing organization proportionate amount of employment in each industry. No adjustment made for sales outlets and establishments carrying on auxiliary and/or accessory activities when these are the only units not engaged in primary industry of employing organization.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

³ Taxable pay rolls as follows: January-March, \$159,310,900; April-June, \$117,154,536; July-September, \$163,421,258; and October-December, \$115,165,855. Returns for employing organizations reporting these pay rolls did not carry industrial and/or geographical codes at time of tabulation.

⁴ Adjusted on basis of reports of establishments made in connection with employers' applications for identification numbers showing for each multi-industry employing organization proportionate amount of employment in each industry. No adjustment made for sales outlets and establishments carrying on auxiliary and/or accessory activities when these are the only units not engaged in primary industry of employing organization.

ployers were to exclude the wages of persons aged 65 years and over since in those years they were not taxable for old-age insurance purposes. The Social Security Act Amendments of 1939, however, ended this exclusion. The wages paid to persons aged 65 and over were therefore included in employer reports for the third and fourth quarters of 1939, and data for the first and second quarters of the year have been adjusted to include an estimate of the taxable wages paid to this group.

From the first to the fourth quarter of 1939,

taxable pay rolls, number of employing organizations, and number of workers showed increases of 6, 9, and 5 percent, respectively.¹ Pay rolls amounted to \$7.0 billion in January–March, to \$7.1 billion in April–June, and to \$7.4 billion both in July–September and in October–December.²

¹ The tabulation from which these figures were taken includes 91 percent of the estimated number of reports for January–March, 93 percent for April–June, and 92 percent for July–September and October–December.

² The limitation of taxes to the first \$3,000 in annual wages from each employer results in the inclusion in early quarters of the year of data for employees whose wages are not taxable in later quarters.

Table 16.—*Old-age and survivors insurance: Number of employing organizations,¹ by major industry groups and by quarters, 1939²*

[Corrected to Oct. 1, 1940]

Major industry group ³ and number	January–March	April–June	July–September	October–December
Total ⁴	1,581,514	1,687,543	1,722,423	1,731,052
Agriculture ⁵	1,822	1,517	992	996
Mining and quarrying.....	18,248	18,595	19,642	20,331
10. Metalliferous mining.....	1,783	2,060	2,213	2,138
11. Anthracite mining.....	283	271	273	287
12. Bituminous coal mining.....	4,300	3,630	4,275	4,756
13. Crude petroleum and natural gas production.....	9,013	9,470	9,635	9,867
14. Nonmetallic mining and quarrying.....	2,869	3,164	3,240	3,283
Contract construction.....	103,359	121,179	125,118	124,779
15. General contractors—building construction.....	24,605	29,143	30,260	30,622
16. General contractors, other than building construction.....	7,950	9,137	9,422	9,265
17. Special trade contractors (subcontractors).....	70,804	82,899	85,436	84,992
Manufacturing.....	160,453	167,224	169,857	170,064
20. Food manufacturing.....	31,051	32,300	32,772	32,599
21. Tobacco manufacturing.....	1,223	1,249	1,255	1,265
22. Textile mill products.....	6,457	6,688	6,779	6,791
23. Apparel and other finished articles made from fabrics.....	19,539	20,547	21,181	20,753
24. Basic lumber industries.....	10,266	11,030	11,519	11,848
25. Finished lumber products.....	9,280	9,787	9,866	9,931
26. Paper and allied products.....	2,502	2,578	2,581	2,588
27. Printing, publishing, and allied industries.....	25,472	26,261	26,485	26,589
28. Chemicals.....	8,378	8,600	8,651	8,712
29. Products of petroleum and coal.....	858	925	951	939
30. Rubber products.....	794	816	838	846
31. Leather and its manufactures.....	3,655	3,768	3,811	3,814
32. Stone, clay, and glass products.....	6,393	6,768	6,849	6,855
33. Iron and steel and their products.....	8,868	9,089	9,187	9,259
35. Nonferrous metals and their products.....	5,510	5,702	5,780	5,832
37. Electrical machinery (including radios and refrigerators).....	2,524	2,630	2,663	2,688
37. Machinery other than electrical.....	7,456	7,649	7,719	7,708
38. Automobiles, bodies, and parts.....	1,133	1,181	1,171	1,177
39. Miscellaneous manufacturing.....	9,094	9,596	9,799	9,860
Transportation.....	40,400	42,859	44,416	44,784
41. Street, suburban, and interurban railways (other than interstate railroads) and city and suburban bus lines.....	880	909	949	944
42. Trucking and/or warehousing for hire.....	29,936	31,883	33,186	33,504
43. Other transportation, except water transportation.....	5,480	5,816	5,960	6,015
44. Water transportation.....	826	889	920	881
45. Services allied to transportation, not elsewhere classified.....	3,278	3,362	3,401	3,350
Public utilities.....	7,849	8,329	8,499	8,529
46. Communications: telephone, telegraph, commercial radio and related services.....	3,864	3,937	3,966	4,009
48. Utilities: light, heat, and power companies, electric and gas.....	2,256	2,358	2,443	2,472
49. Other local utilities and local public services.....	1,729	2,034	2,090	2,048
Wholesale and retail trade.....	532,287	556,844	564,652	568,547
50-2. Wholesale trade and wholesale and retail trade combined.....	138,469	143,850	145,886	147,369
53. Retail general merchandise.....	37,927	39,264	39,750	40,160
54. Retail automotive.....	136,708	144,521	146,085	146,951
55. Retail apparel.....	35,304	36,973	37,321	37,452
57. Retail trade not elsewhere classified.....	46,691	48,719	49,125	49,802
	137,188	143,517	145,582	146,723

See footnotes at end of table.

The number of employing organizations reporting in the first quarter was 1,648,000 and in the fourth quarter, 1,800,000. Workers at the end of March numbered 23.7 million, at the end of June 24.6 million, at the end of September 25.4 million, and at the end of December 24.9 million.

An examination of the data on size of employing organizations at the end of September 1939³ reveals differences in concentration of employers and employees in firms of different size. While 84 percent of the employers were in the group employing less than 10 persons, only 16 percent of the workers and 13 percent of the pay rolls were in the group of that size. In the very large

firms the difference is even more marked. Only 122 employing organizations (less than one-hundredth of 1 percent of the total) reported 10,000 or more employees at the end of September, but these 122 organizations employed nearly 3 million workers (about 12 percent of the total) at the end of September and they paid 15 percent of the taxable wages for the quarter (chart 9).

Of obvious importance in the administration of the old-age and survivors insurance program is the inclusion of a large number of small business concerns whose workers represent a relatively small share of the total. Employers of one or two persons constituted nearly half (48.0 percent) of the reporting employers in the third quarter of 1939, but the workers in their employ at the end of September were only 4.5 percent of the total and the taxable pay rolls of these concerns

³ These comparisons are made only for employing organizations which had 1 or more persons in their employ at the end of September. The 28,665 concerns which reported taxable pay rolls for the quarter but no employees at the end of September are excluded, as are also their pay rolls of \$15.1 million (see table 13).

Table 16.—Old-age and survivors insurance: Number of employing organizations,¹ by major industry groups and by quarters, 1939²—Continued

[Corrected to Oct. 1, 1940]

Major industry group ³ and number	January-March	April-June	July-September	October-December
Finance				
60. Bank and trust companies.....	26,745	27,439	27,550	28,046
61. Investment banking and security speculation.....	9,819	9,823	9,873	9,865
62. Finance agencies not elsewhere classified.....	6,268	6,373	6,331	6,376
	10,658	11,233	11,346	11,505
Insurance				
63. Insurance carriers.....	23,910	25,033	25,456	26,555
64. Insurance agents and brokers.....	5,974	6,486	6,582	7,481
	17,936	18,552	18,874	19,074
Real estate				
65. Real estate dealers, agents, and brokers.....	96,749	103,000	105,385	107,707
66. Real estate, insurance, loans, law office; any combination.....	81,060	86,876	89,242	91,550
67. Administrative offices and holding companies.....	14,607	15,072	15,194	15,292
	1,082	1,052	949	865
	417,494	456,200	470,151	464,357
Service				
70. Hotels, furnished rooms, camps, and other lodging places.....	25,905	30,279	32,130	28,671
71. Eating and drinking places.....	112,236	124,882	128,895	127,506
72. Personal service.....	109,091	116,127	118,208	118,928
73. Business service not elsewhere classified.....	29,271	30,693	31,009	31,394
74. Employment agencies and commercial and trade schools.....	2,199	2,252	2,279	2,284
75. Automobile repair services, garages, and filling stations.....	84,437	90,309	92,206	92,100
76. Repair services and miscellaneous hand trades not elsewhere classified.....	14,844	15,863	16,296	16,384
77. Agricultural and horticultural services and related services.....	10,113	11,461	13,823	13,282
78. Amusement and recreation: motion pictures.....	8,382	8,755	8,811	8,813
79. Amusement and recreation and related services not elsewhere classified.....	21,025	25,574	26,494	24,995
	112,843	116,753	117,532	118,501
Professional services				
80. Medical and other health services.....	65,938	68,113	68,838	69,268
81. Law offices and related services.....	38,718	40,000	40,276	40,451
82. Educational institutions and agencies.....	1,940	1,971	1,735	1,970
83. Other professional and social service agencies and institutions.....	6,247	6,669	6,683	6,812
	39,355	42,566	43,173	47,866
Miscellaneous				
85. Private business organizations not elsewhere classified.....	8,065	8,742	9,268	9,661
86. Membership organizations, such as trade associations, trade unions, etc.....	31,064	33,635	33,751	38,088
All other.....	226	189	154	119

¹ An employing organization includes all establishments reported on 1 employer return.

² Tabulation from which compiled includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 93 percent; July-September, 92 percent; and October-December, 92 percent.

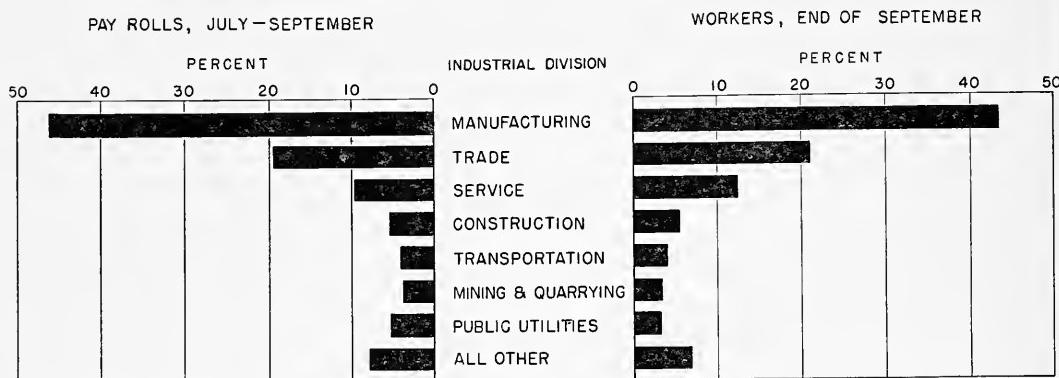
³ Multi-industry employing organizations allocated to industry (a) in

which largest number of employees is engaged and (b) which is carried on in productive or operating units of employing organization.

⁴ Excludes employing organizations as follows: January-March, 66,981; April-June, 57,294; July-September, 51,781; and October-December, 68,652. Returns for these employing organizations did not carry industrial and/or geographical codes at time of tabulation.

⁵ Relates to workers having taxable occupations in agriculture.

Chart 10.—Old-age and survivors insurance: Percentage distribution of amount of taxable pay rolls, July-September 1939, and of number of workers at end of September 1939, by industrial divisions¹



¹ Data for workers and pay rolls adjusted for secondary industries reported by employer. See tables 14 and 15, pp. 68 and 70.

during the quarter were but 3.3 percent of the total. Some 500,000 employing organizations (about 30 percent) had only one person employed at the end of September; their employees constituted 2.1 percent of the total, and their pay rolls for the quarter were but 1.5 percent of total taxable pay rolls.

Industrial Classification

Many large employing organizations have units in more than one State and perform operations in more than one industrial classification. In distributing employment and pay rolls by industrial divisions and by States, it is necessary to make an adjustment for these factors. At present multi-establishment or multi-unit employers—i. e., those maintaining establishments in more than one industry or more than one community—submit consolidated returns for all taxable employees without reference to individual shops or plants. From the standpoint of both geographical and industrial distributions these employing organizations present a classification problem which, though mitigated by the fact that there is a separate report for each incorporated entity, is still difficult to solve. Distribution of the employment or pay rolls of multi-unit organizations by establishments or groups of establishments not distinguished by separate incorporation can be made only by a secondary process, on the basis of data from sources other than the employer reports.

For this distribution there is available an incomplete special file of data for some 350,000 establishments of 65,000 multi-unit organizations compiled from employer applications for identification numbers. This file, supplemented by data from other sources, has been used as a provisional basis for distributions by States of multi-unit employment. It carries no wage data, however, and for this reason distributions of multi-unit pay rolls by States can at present be made only within restricted limits and must depend entirely on other sources of information.

The industrial distribution of 1938 and 1939 employer returns is on the basis of a 2-digit classification into 69 major groups.⁴ For grouping multi-industry with single-industry employers a subsidiary classification has been made, with items for 68 combinations of industries.

The most practicable method of distributing multi-unit employment and pay rolls by primary industry is to group each of these combinations with the single industry which constitutes the primary business of the employing organization and to present the aggregate figures for the groups. The primary industry is considered the one (a) in which the largest number of employees is engaged and (b) which is carried on in the productive or operating units of the component concerns, as distinguished from the units engaged in processing byproducts, providing raw materials, or in other

⁴ The 1937 edition of the Social Security Board Industrial Classification Code was used. (See p. 149.)

activities of a merely accessory or auxiliary character.

An example of a multi-industry combination is provided by a group of steel companies which, in addition to manufacturing steel products, operate in separate establishments, iron mines, bituminous coal mines, coke ovens, warehouses, garages, restaurants or hospitals for their employees, and administrative or sales offices. The primary industry of such companies, on the basis both of volume of employment and nature of products and processes, is the manufacture of iron and steel.

To adjust employment and pay rolls for secondary industries, recourse is taken to the special file of establishments referred to on page 74 and utilized in distributing the data by States. This file provides for each establishment approximate information on the proportionate amount of employment which falls into each industry in which the establishment is engaged. With this as a basis, it is possible to allocate employment and pay rolls to the industry in which the work is performed though that may be a secondary industry for the employing organization.

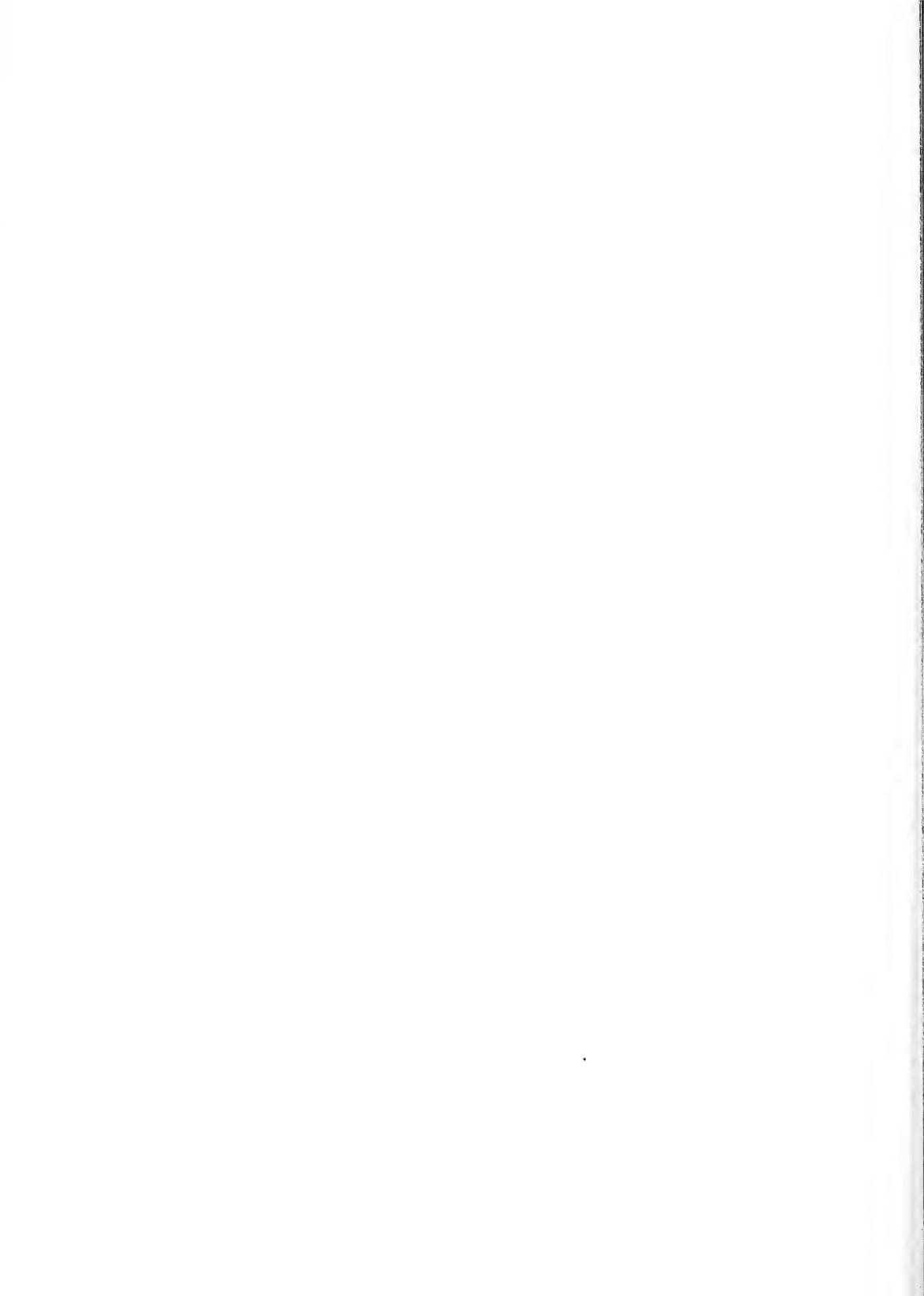
The completeness of the industrial classification of establishments is limited by the existence of two groups which cannot be distributed: (1) employers who have failed to supply information sufficient to indicate their industrial status, and (2) employers recently subject to the Federal Insurance Contributions Act whose applications for identification numbers were received too late to permit coding by industry for the first quarter for which they reported. This latter group represents a lag in the receipt of information and is therefore one of constantly shifting identity. Such cases of nondistribution of new entrants are as a rule cleared up before the tabulation is made for the next quarter.

The allocation of workers to the industries in which they were working (regardless of the primary industry of the employing organization)

discloses some interesting facts on the extent of industrial integration, which brings into one employing organization the operations of several different industries. In the integration process, mining and quarrying seem to be activities which are frequently grafted on to the operations of another industry. When all workers were allocated to the primary industry of the employer, mining and quarrying had 778,000 workers at the end of September 1939; but when adjustment was made for employment in secondary industries, the total rose to 863,000. Crude petroleum and natural gas showed the greatest increase in this division. Substantial increases were also shown for paper and allied products, which went from 284,000 to 316,000 workers; for chemicals, 421,000 to 457,000; for nonferrous metals and their products, 259,000 to 283,000; and for electrical machinery, 440,000 to 470,000. Among the industries which lose workers through adjustment and therefore tend to be the primary industry in an integrated group are: the manufacture of products of petroleum and coal, which fell from 416,000 workers to 294,000; automobiles, bodies and parts, 498,000 to 436,000; textiles, 1,308,000 to 1,246,000; and iron and steel, 1,292,000 to 1,237,000.

The percentage of workers in the different industrial divisions after adjustment was made for secondary industries is shown in chart 10, page 74. Manufacturing claims the largest portion—nearly 11 million workers, about 44 percent of the total—and is followed by trade, with 5 million workers, and service with 3 million. More than three-fourths of the workers reported at the end of September were in these three industrial divisions. Pay rolls for the quarter were also concentrated in these three divisions, but the differences in wage rates make slight differences between the proportions of pay rolls and the proportions of workers in each division.⁵

⁵ It will also be recalled that while pay rolls are for all workers during July-September, the count of workers includes only those employed at the end of September.



• IV •

EMPLOYMENT SECURITY



Employment and Pay Rolls, 1938

THE COMPREHENSIVE DATA on employment and pay rolls for separate industries reported to the Social Security Board by State agencies are not only essential for the effective administration of the individual State programs but also important for study and interpretation of labor-market trends and other social and economic factors which must be considered in analyses of social insurance and social assistance.

Detailed tables and charts with a brief text introduction have already been issued by the Social Security Board showing employment and pay rolls of covered workers by States and by months for 8 industrial divisions and 70 major industry groups for the calendar year 1938.¹ Because of the significance of the data and the necessarily limited distribution of the processed memorandum, certain summary tables and brief comments on factors to be considered in interpretation of the data have been included in this summary of the 1939 operations of the employment security program.

Somewhat analogous data for 1939 employment and pay rolls are available from employer reports summarized by the Social Security Board for the old-age and survivors insurance program (see pp. 66-75). Any attempt to compare data from these two sources should take into account differences in coverage of the two programs, in reporting procedures, and in classification of firms and of industry groups.

An important difference between employment and pay-roll data collected under the employment security program and the old-age and survivors insurance program lies in the variation in coverage. While the Federal old-age insurance system covers employers of 1 or more, the State unemployment compensation systems vary in their size-of-firm provisions: in 1938, 28 States covered employers of 8 or more; 13 States covered employers of 3, 4, 5, or 7 or more; and only 10 jurisdictions covered employers of 1 or more. For the old-age and survivors insurance program the reports include only wages up to \$3,000 paid to an employee by any one employer; except for New

York, employment security records on which the accompanying tables are based include all wages payable to covered workers in 1938. Under the old-age and survivors insurance program employers are asked to report employees on the last day or last pay roll of the month; under the employment security program they report employees on the last pay roll of the month. A further reason for differences in the data collected under the two programs lies in differences in the classification of employers. Discrepancies arise chiefly in the coding of establishments engaged in activities carried on in more than one State or in more than one industry group.²

The types of employment covered by the old-age and survivors insurance program and State unemployment compensation laws are similar in most instances, although not always identical. Some employers operating the year around employ workers in subject employments but are exempt from contributions to the State unemployment compensation program because they do not employ the minimum number specified in the State law. Others are exempt because they do not operate their businesses over a long enough period in the year, even though they employ the minimum number of workers in employments subject to the State law. The former group is illustrated by retail trade and service, such as grocery stores and filling stations, and the latter by highly seasonal business enterprises such as resort hotels and canneries.

Limitations of Data Reported

Employers are required to report to State employment security agencies the number of workers employed during the last pay periods of all types ending within the month.³ Thus, if an employer has some workers who are paid weekly, others semimonthly, and still others monthly, the figure to be reported as "the number employed during

¹ See pp. 74-75 for a discussion of the method by which data for the old-age and survivors insurance program are adjusted to take account of these factors.

² The revised statistical reporting instructions (ES-201), which became effective in January 1940, provide for quarterly data on wages and monthly data on employment based on identical firms reporting for consecutive calendar quarters. These data will supplement the annual report on employment and pay rolls in 1940. Quarterly rather than monthly data have been selected for pay rolls because the varying number of pay periods within a month distorts a monthly series.

¹ Social Security Board, *Employment and Pay Rolls in State Unemployment Compensation Systems, 1938*, Employment Security Memorandum No. 6, April 1940. Pt. I, *Introduction and Charts*, 97 pp.; Pt. II, *Tables*, 156 pp. Processed.

Table 1.—Unemployment compensation: Covered employment¹ in March, June, September, and December, and total and quarterly pay rolls, by States, 1938

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Statutory size-of-firm inclusion ¹ (number of workers)	Employment					Pay rolls (in thousands)				
		Monthly average ²	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Alabama	8 or more	247,887	249,810	236,404	256,034	253,221	\$209,784	\$51,185	\$49,623	\$50,897	\$58,075
Alaska	do	10,759	6,219	14,874	14,189	6,275	18,784	2,192	4,848	8,079	21,231
Arizona	3 or more	58,604	56,664	58,983	58,302	63,402	78,141	18,897	19,347	18,660	21,084
Arkansas	1 or more	139,175	132,183	131,812	151,359	137,636	120,800	28,504	25,460	30,662	33,084
California	4 or more	1,271,447	1,247,262	1,261,056	1,307,092	1,267,425	1,097,281	464,936	493,244	506,731	532,197
Colorado	8 or more	136,886	130,259	136,363	143,829	138,788	175,400	41,926	42,450	45,132	48,892
Connecticut	5 or more	413,564	409,510	401,810	422,708	419,367	566,635	133,572	134,216	138,087	160,761
Delaware	1 or more	57,669	56,290	56,782	62,008	57,489	82,420	18,934	19,438	19,983	24,065
District of Columbia	do	158,331	157,819	158,258	159,838	164,520	210,033	50,084	51,146	52,002	56,801
Florida	8 or more	230,581	255,061	205,805	211,800	254,671	223,785	61,266	54,078	49,320	61,121
Georgia	do	330,585	342,083	322,956	339,391	333,453	302,364	71,796	72,464	74,247	83,857
Hawaii	1 or more	79,976	74,583	82,887	92,476	72,707	69,458	16,159	16,740	18,492	18,037
Idaho	do	60,032	52,681	64,201	65,692	61,217	70,835	15,420	17,340	19,172	18,903
Illinois	8 or more	1,603,086	1,613,271	1,563,034	1,629,955	1,607,431	2,411,555	550,529	582,678	588,549	569,793
Indiana	do	530,651	524,170	518,400	550,912	533,958	697,516	162,842	165,020	171,305	198,379
Iowa	do	241,140	235,969	236,386	254,336	241,066	294,774	68,613	71,286	74,185	80,690
Kansas	do	170,680	168,124	172,039	173,153	167,895	211,498	50,990	52,500	53,590	54,418
Kentucky	4 or more	265,986	257,666	254,119	289,081	270,372	295,313	67,994	69,336	77,530	80,453
Louisiana	8-4 or more ⁴	245,787	237,064	233,744	248,218	271,016	283,540	65,601	68,593	80,403	84,003
Maine	8 or more	134,364	128,415	132,395	142,626	132,634	143,804	34,065	34,152	37,540	38,047
Maryland	4 or more	344,077	342,228	339,558	354,990	345,492	410,931	96,308	100,595	101,627	112,401
Massachusetts	9 or more	927,841	915,945	913,021	921,070	961,329	1,245,715	290,042	301,384	303,701	350,587
Michigan ⁵	do	900,607	915,350	886,060	880,194	1,000,504	1,366,887	322,705	316,207	310,579	417,098
Minnesota	1 or more	397,142	370,183	411,902	420,434	379,151	512,311	115,163	127,880	133,696	135,572
Mississippi	8 or more	105,444	110,734	106,825	114,980	106,415	89,652	21,079	21,493	22,440	24,640
Missouri	do	544,126	542,683	539,956	555,291	552,196	708,723	168,137	173,225	176,176	191,185
Montana	1 or more	72,732	68,583	73,038	76,616	75,055	98,460	23,080	23,768	24,803	26,809
Nebraska	8 or more	116,424	112,184	118,163	121,182	114,923	147,053	34,217	36,046	37,450	39,340
Nevada	1 or more	22,885	20,469	23,955	23,634	22,870	33,598	7,077	8,587	9,039	8,895
New Hampshire	4 or more	99,008	96,063	95,551	106,664	101,132	104,631	24,014	24,870	27,333	28,409
New Jersey	8 or more	548,228	546,380	480,379	566,231	528,886	1,187,894	290,696	289,771	294,984	322,448
New Mexico	4 or more	142,591	42,502	42,227	42,545	41,843	51,591	12,603	12,575	12,708	13,614
New York ⁶	do	3,051,981	3,083,013	3,001,560	3,118,670	3,049,436	4,282,809	1,108,152	1,070,031	1,049,181	1,061,525
North Carolina	8 or more	19,438,604	440,833	432,682	459,678	432,422	1,371,348	89,927	87,949	93,635	104,387
North Dakota	do	31,787	28,298	32,786	35,531	31,588	38,903	8,483	9,348	10,142	10,495
Ohio ¹²	3 or more	1,314,765	2,171,582	1,300,624	1,352,966	1,327,295	1,854,718	430,420	450,737	458,991	508,520
Oklahoma	8 or more	189,920	191,280	186,481	193,078	188,479	250,612	61,411	62,081	61,963	65,157
Oregon	4 or more	132,060	131,458	141,523	155,250	136,600	1216,815	47,865	52,040	57,285	61,156
Pennsylvania	1 or more	4,251,776	2,266,887	2,105,556	2,286,746	2,257,916	2,791,261	669,688	673,525	692,811	753,237
Rhode Island	4 or more	175,978	166,586	160,425	184,303	191,997	203,978	48,450	51,233	48,450	51,233
South Carolina	8 or more	192,235	194,959	184,892	198,956	189,473	153,975	36,707	36,274	38,502	42,405
South Dakota	do	35,092	31,931	36,458	37,345	35,530	41,740	9,260	10,212	10,795	11,473
Tennessee	do	298,804	300,181	287,578	310,162	305,979	306,862	74,058	72,863	75,966	83,084
Texas	do	672,704	685,398	648,057	662,431	695,741	837,508	203,211	206,536	209,605	218,156
Utah	4 or more	75,381	70,007	74,507	79,253	79,120	96,486	22,549	23,037	24,140	26,760
Vermont	8 or more	46,544	43,475	47,493	48,671	48,237	53,204	12,047	12,902	13,694	14,561
Virginia	do	316,033	(16)	305,223	330,600	314,406	347,623	83,164	83,012	87,198	94,249
Washington	do	262,619	254,684	264,642	285,702	260,579	364,619	82,156	88,915	94,417	99,131
West Virginia	do	278,597	287,459	265,181	281,336	277,569	340,924	82,597	78,796	85,447	94,084
Wisconsin	7 or more	430,210	426,114	427,682	434,819	415,987	1,607,054	143,701	147,569	152,338	163,214
Wyoming	1 or more	39,587	35,944	40,579	44,482	38,518	51,814	11,454	12,270	14,024	14,066

¹ Figures represent total number of covered workers on each of the following types of pay rolls: last weekly pay roll, last semimonthly pay roll, monthly pay roll, and last of any other type of pay roll used by reporting units. In interpreting data, size-of-firm coverage in the respective State laws should be considered.

² "Size of firm" represents number of different individuals who must have worked in a specified number of weeks in the current or preceding calendar year for a given employer before that employer becomes subject to State unemployment compensation law.

³ Based on data for 12 months unless otherwise indicated.

⁴ Effective Oct. 1, 1938, size-of-firm inclusion changed from employers of 8 or more workers within 20 weeks of the current or preceding calendar year to 4 or more in 20 weeks or 12 or more in 10 weeks in 1938 or any subsequent year.

⁵ Monthly employment data not reported; figures represent average monthly employment during quarter.

⁶ Pay-roll figures include that part of any worker's annual wage in excess of \$3,000, although such excess is not taxable under State law.

⁷ Based on data for 8 months (March and June–December).

⁸ Employment figures include sum of all employees on monthly pay rolls

plus highest number on semimonthly, weekly, and any other pay rolls; hence data not strictly comparable to those for other States. Pay-roll figures exclude that part of any worker's annual wage in excess of \$3,000.

⁹ Excludes approximately 10,850 workers reported under temporary numbers each month and approximately \$12,000,000 in wages reported for such employees; includes 15,000–24,000 domestic-service workers and \$30,139,000 in wages reported for domestic service covered by State law.

¹⁰ Adjusted for 8,204 workers and \$750,000 undistributed by months or quarters.

¹¹ Includes \$22,000 undistributed by quarters.

¹² Data for first quarter not strictly comparable to those for subsequent quarters.

¹³ Adjusted for 12,649 workers and \$2,571,000 undistributed by months or quarters.

¹⁴ Based on data for the 4 months shown.

¹⁵ Based on data for 9 months (April–December).

¹⁶ Not reported.

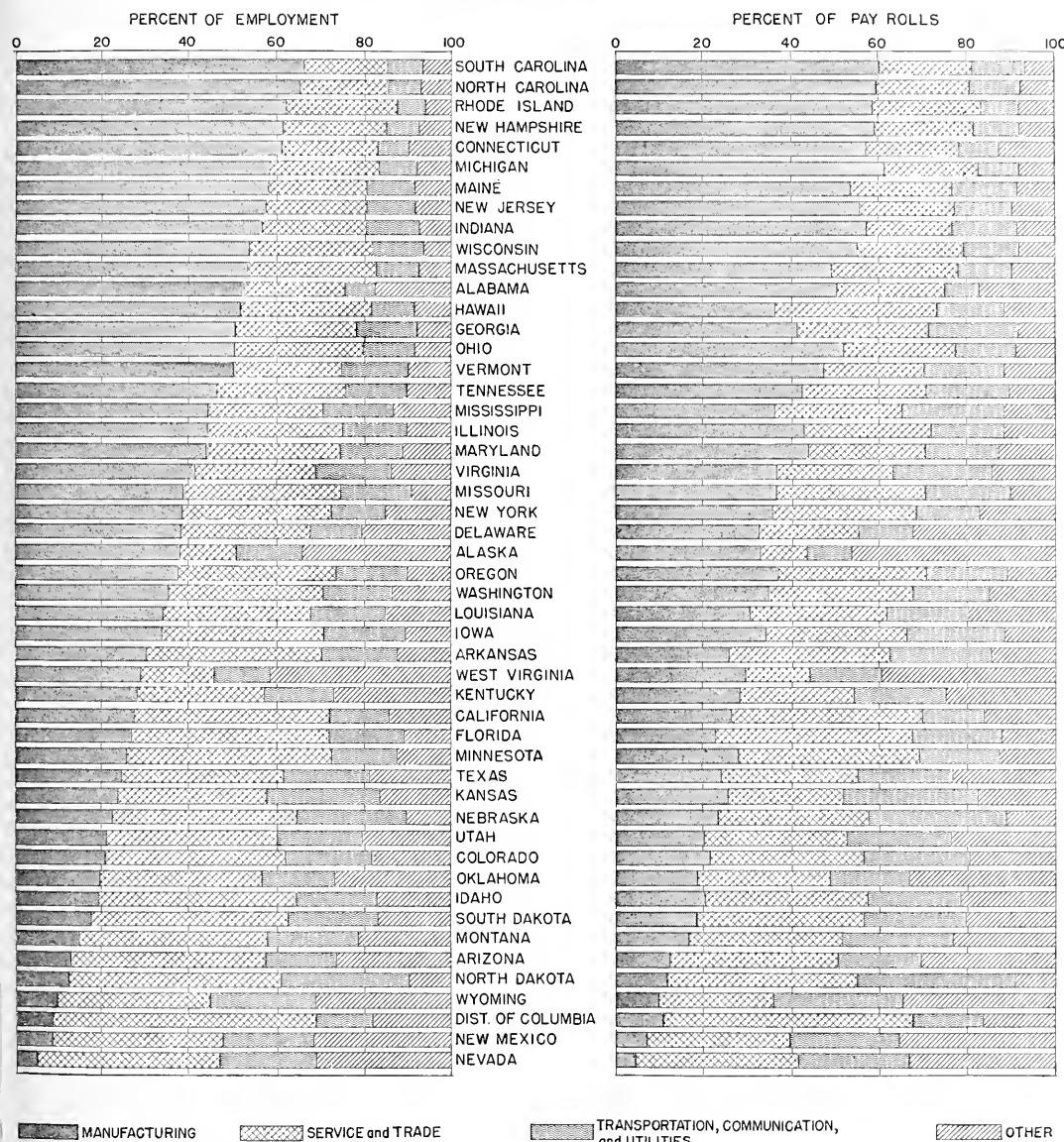
¹⁷ Pay-roll figures include \$12,980,000 paid to government employees (other than Federal) covered by State law; total includes \$232,000 undistributed by quarters.

the last pay periods ending within the month" represents the sum of the workers on the last weekly pay roll, those on the last semimonthly pay roll, and those on the monthly pay roll. Should the employer have other types of pay periods, such

as 10-day or daily, the number on the last of each type ending within the month is included.

This method of counting employed workers is similar to the one used by the United States Bureau of Labor Statistics which requests the

Chart 1.—Unemployment compensation: Percentage distribution of average monthly covered employment and taxable pay rolls by industrial divisions, 50 States, 1938¹



¹ See tables 2 and 4, pp. 82 and 87.

Table 2.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls, by principal industrial divisions and by States, 1938

State and minimum size-of-firm inclusion	Employment 1												Pay rolls (in thousands)														
	Mining (major industry groups 10-14; see D. 149)				Construction (major industry groups 15-17; see p. 149)				Employment 1				Pay rolls (in thousands)				Employment 1				Pay rolls (in thousands)						
	Monthly average	March	June	Sep.- tember	Total	Decem- ber	First quarter	Second quarter	Third quarter	Fourth quarter	Monthly average	March	June	Sep.- tember	Decem- ber	Total	First quarter	Second quarter	Third quarter	Fourth quarter	Monthly average	March	June	Sep.- tember	Decem- ber		
Alabama (8)-----	27,449	27,870	24,615	26,356	28,679	\$23,744	\$6,237	\$5,310	\$5,252	\$6,945	12,139	10,864	12,597	13,718	12,756	\$7,317	\$1,579	\$1,701	\$1,935	\$2,042	3,353	3,924	3,239	3,636	3,336	1,622	
Alaska (8)-----	3,453	2,443	1,977	9,739	2,319	1,729	1,527	3,182	2,833	1,794	1,112	657	219	1,144	1,444	1,438	1,051	1,556	1,081	1,281	1,150	1,233	1,336	1,292	1,336	1,160	
Arizona (5)-----	9,177	9,811	9,812	10,674	15,227	1,329	1,201	3,105	3,586	4,357	4,224	3,791	4,537	3,604	4,537	4,256	5,838	1,501	1,501	1,501	1,501	1,501	1,501	1,501	1,501	1,501	1,501
Arkansas (1)-----	7,157	7,074	6,019	8,337	6,148	5,337	5,337	2,367	5,448	7,075	4,383	603	4,383	603	4,383	603	63,481	61,523	67,931	68,170	22,597	23,213	24,014	24,014	24,014	24,014	
California (6)-----	36,121	36,614	37,282	30,373	33,922	68,223	17,321	17,504	16,891	60,057	57,805	60,380	60,380	60,380	60,380	60,380	15,041	15,041	15,041	15,041	15,041	15,041	15,041	15,041	15,041	15,041	
Colorado (6)-----	14,156	14,921	12,597	14,931	14,931	18,181	1,974	3,987	5,273	15,739	10,220	10,220	10,220	10,220	10,220	10,220	13,007	14,383	16,699	16,758	16,758	16,758	16,758	16,758	16,758	16,758	16,758
Connecticut (5)-----	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717	1,717		
Delaware (1)-----	120	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115	115
District of Columbia (1)-----	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Florida (8)-----	2,882	2,854	2,728	3,088	2,884	2,763	2,763	697	663	633	710	13,887	12,055	13,015	15,031	15,031	15,031	15,031	15,031	15,031	15,031	15,031	15,031	15,031	15,031	15,031	15,031
Georgia (8)-----	1,597	1,611	1,619	1,545	1,545	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	1,507	
Hawaii (1)-----	64	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65	65
Idaho (1)-----	5,499	5,287	5,744	5,452	5,511	9,219	2,407	2,363	2,148	48,095	8,612	11,071	15,626	36,505	32,633	38,380	4,066	4,066	4,066	4,066	4,066	4,066	4,066	4,066	4,066	4,066	
Illinois (8)-----	41,046	41,158	33,982	43,096	43,096	41,046	41,046	41,046	41,046	41,046	41,046	41,046	41,046	41,046	41,046	41,046	13,194	13,194	13,194	13,194	13,194	13,194	13,194	13,194	13,194	13,194	
Iowa (8)-----	11,306	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	12,410	11,004	11,004	11,004	11,004	11,004	11,004	11,004	11,004	11,004	11,004	
Kansas (8)-----	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115	6,115		
Kentucky (4)-----	53,015	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301	51,301		
Louisiana (8)-----	12,642	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292	12,292		
Maine (1)-----	278	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272	272
Massachusetts (8)-----	2,387	2,541	2,703	2,484	2,484	2,484	2,484	2,484	2,484	2,484	2,484	2,484	2,484	2,484	2,484	2,484	633	507	507	507	507	507	507	507	507	507	507
Michigan (8)-----	16,234	16,061	15,223	15,634	15,634	16,061	16,061	16,061	16,061	16,061	16,061	16,061	16,061	16,061	16,061	16,061	15,270	15,270	15,270	15,270	15,270	15,270	15,270	15,270	15,270	15,270	
Minnesota (8)-----	8,836	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	7,551	5,239	5,239	5,239	5,239	5,239	5,239	5,239	5,239	5,239	5,239	
Mississippi (8)-----	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	8,038	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	
Missouri (8)-----	8,782	9,196	7,125	9,125	9,125	9,125	9,125	9,125	9,125	9,125	9,125	9,125	9,125	9,125	9,125	9,125	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	
Nebraska (8)-----	5,352	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	5,177	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
New Hampshire (4)-----	364	356	356	356	356	356	356	356	356	356	356	356	356	356	356	356	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
New Jersey (8)-----	3,122	3,120	3,068	3,216	3,216	3,120	3,120	3,120	3,120	3,120	3,120	3,120	3,120	3,120	3,120	3,120	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
New Mexico (4)-----	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,141	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
New Hampshire (4)-----	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,110	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
New Jersey (8)-----	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
New Mexico (4)-----	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,144	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
North Carolina (8)-----	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,795	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
North Dakota (8)-----	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	5,046	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
Oklahoma (8)-----	27,134	27,534	27,444	27,814	27,814	27,444	27,444	27,444	27,444	27,444	27,444	27,444	27,444	27,444	27,444	27,444	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
Oregon (4)-----	34,376	36,420	33,141	33,335	33,335	33,141	33,141	33,141	33,141	33,141	33,141	33,141	33,141	33,141	33,141	33,141	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
Pennsylvania (1)-----	(1)	718	1,021	1,286	1,286	1,021	1,021	1,021	1,021	1,021	1,021	1,021	1,021	1,021	1,021	1,021	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
Rhode Island (4)-----	205	215	208	194	205	257	53	64	64	70	5,273	5,273	5,273	5,273	5,273	5,273	5,273	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
South Carolina (8)-----	1,240	1,195	1,195	1,230	1,230	1,195	1,195	1,195	1,195	1,195	1,195	1,195	1,195	1,195	1,195	1,195	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
South Dakota (8)-----	2,829	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
Tennessee (8)-----	11,694	12,902	10,735	11,830	11,830	10,735	10,735	10,735	10,735	10,735	10,735	10,735	10,735	10,735	10,735	10,735	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	
Texas (8)-----	64,363	68,610	63,391																								

Manufacturing (major industry groups 20–33, 35–39; see P. 149)	Wholesale and retail trade (major industry groups 50–57, 71, 75; see P. 149)	Finance, insurance, and real estate (major industry groups 60–66; see p. 149)
Alabama (8).....	120,891 135,049 \$29,896 \$29,931 \$10,253 \$25,829 \$14,931 \$28,067	17,458 17,151 16,516 18,301 17,129 \$10,534 \$11,556 \$4,117
Alaska (8).....	6,849 5,933 130,176 1,204 1,455 3,788 2,359 2,359 2,359	1,622 1,415 2,102 6,851 6,810 6,944 3,935 4,418
Arizona (3).....	7,122 7,330 5,932 7,732 7,737 3,176 2,319 2,319 2,319	1,251 9,165 2,351 8,393 8,381 8,381 2,351 3,658
Arkansas (1).....	4,025 40,256 7,331 5,857 5,651 6,985 2,319 2,319 2,319	1,222 1,211 2,102 6,851 6,810 6,944 3,935 4,418
California (4).....	345,626 322,064 37,634 329,221 329,221 128,962 53,261 53,261 53,261	22,814 23,393 23,393 23,393 23,393 23,393 23,393 6,698
Colorado (8).....	25,406 25,927 27,911 22,911 22,911 129,573 3,118 3,118 3,118	17,916 17,916 17,916 17,916 17,916 17,916 17,916 7,747
Connecticut (5).....	25,114 22,212 24,134 25,253 25,253 25,253 11,012 11,012 11,012	22,707 22,707 22,707 22,707 22,707 22,707 22,707 73,355
District of Columbia (1).....	21,660 20,515 20,674 25,129 25,129 25,129 1,409 1,409 1,409	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Florida (8).....	61,020 66,264 66,782 55,261 55,261 55,261 5,906 5,906 5,906	20,121 20,121 20,121 20,121 20,121 20,121 20,121 68,874
Georgia (8).....	167,145 174,055 159,533 175,400 175,400 126,195 6,207 6,207 6,207	20,134 20,134 20,134 20,134 20,134 20,134 20,134 11,129
Hawaii (1).....	41,131 36,277 53,354 1,022 1,022 5,897 2,225 2,225 2,225	45,338 45,338 45,338 45,338 45,338 45,338 45,338 16,436
Illinois (8).....	70,419 716,630 716,630 703,199 703,199 703,199 206,650 206,650 206,650	11,128 11,128 11,128 11,128 11,128 11,128 11,128 73,355
Indiana (8).....	226,451 226,451 226,451 226,451 226,451 226,451 2,837 2,837 2,837	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Iowa (8).....	80,085 78,159 78,159 78,159 78,159 78,159 2,356 2,356 2,356	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Kansas (8).....	13,444 13,446 13,446 13,446 13,446 13,446 2,141 2,141 2,141	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Louisiana (8).....	74,432 74,432 74,432 74,432 74,432 74,432 13,788 13,788 13,788	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Maine (8).....	83,077 80,833 80,833 80,833 80,833 80,833 13,093 13,093 13,093	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Maryland (4).....	150,847 147,625 148,089 156,309 156,309 150,107 180,197 180,197 180,197	45,338 45,338 45,338 45,338 45,338 45,338 45,338 16,436
Massachusetts (8).....	492,624 525,355 525,355 525,355 525,355 525,355 1,022 1,022 1,022	11,128 11,128 11,128 11,128 11,128 11,128 11,128 73,355
Michigan (8).....	101,630 101,630 101,630 101,630 101,630 101,630 1,409 1,409 1,409	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Minnesota (8).....	47,889 51,546 51,546 51,546 51,546 51,546 1,409 1,409 1,409	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Mississippi (8).....	207,733 206,889 206,889 206,889 206,889 206,889 1,022 1,022 1,022	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Missouri (8).....	10,091 9,798 9,798 9,798 9,798 9,798 1,409 1,409 1,409	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
Naborska (1).....	25,837 24,925 24,925 24,925 24,925 24,925 1,022 1,022 1,022	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
New Hampshire (4).....	61,107 63,035 63,035 63,035 63,035 63,035 1,022 1,022 1,022	22,707 22,707 22,707 22,707 22,707 22,707 22,707 70,355
New Jersey (8).....	84,994 433,958 472,016 495,067 495,067 479,433 66,197 66,197 66,197	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
New Mexico (8).....	1,161,493 1,188,151 1,188,151 1,091,111 1,181,181 1,181,181 1,022,048 1,022,048 1,022,048	94,900 94,900 94,900 94,900 94,900 94,900 94,900 16,436
New York (8).....	292,889 314,811 314,811 314,811 314,811 314,811 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
North Carolina (8).....	3,811 6,677 6,677 6,677 6,677 6,677 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
North Dakota (8).....	659,786 635,613 635,613 635,613 635,613 635,613 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Oklahoma (8).....	36,957 33,447 33,447 33,447 33,447 33,447 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Oregon (4).....	18,633 47,755 53,717 53,717 53,717 53,717 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Pennsylvania (1).....	104,210 102,333 102,333 102,333 102,333 102,333 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Rhode Island (4).....	227,437 226,488 226,488 226,488 226,488 226,488 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
South Dakota (8).....	6,085 5,576 5,576 5,576 5,576 5,576 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Tennessee (8).....	138,745 137,941 137,941 137,941 137,941 137,941 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Texas (8).....	182,841 165,125 165,125 165,125 165,125 165,125 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Utah (4).....	15,887 13,541 13,541 13,541 13,541 13,541 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Vermont (8).....	23,346 22,754 22,754 22,754 22,754 22,754 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Virginia (8).....	130,705 129,705 129,705 129,705 129,705 129,705 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Washington (8).....	92,105 89,336 89,336 89,336 89,336 89,336 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
West Virginia (8).....	80,525 82,498 82,498 82,498 82,498 82,498 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Wisconsin (7).....	230,011 233,092 233,092 233,092 233,092 233,092 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436
Wyoming (1).....	3,815 3,388 3,388 3,388 3,388 3,388 1,022,048 1,022,048 1,022,048	92,772 92,772 92,772 92,772 92,772 92,772 92,772 16,436

See footnotes at end of table.

Labored employment in March, June, September, and December—Continued
Principal industrial divisions and by States, 1938

Georgia (8).....	20,349	6,670	20,666	19,190
Hawaii (1).....	6,010	6,058	6,052	6,055
Idaho (1).....	6,045	6,125	6,104	6,054
Illinois (8).....	15,925	4,037	13,335	6,216
Indiana (8).....	12,922	2,985	12,735	3,004
Iowa (8).....	12,555	3,602	12,629	3,625
Kansas (8).....	18,179	18,587	25,659	17,936
Louisiana (8).....	10,303	10,446	10,881	14,546
Kentucky (4).....	18,800	16,050	15,534	17,055
Louisiana (3).....	20,612	18,280	20,520	18,280
Maine (8).....	5,905	5,408	6,706	6,512
Maryland (4).....	26,250	23,435	27,192	26,402
Maryland (S) (1).....	67,408	57,425	60,793	55,229
Michigan (8).....	50,930	51,375	49,301	48,132
Minnesota (1).....	6,585	6,565	6,457	7,000
Mississippi (8).....	43,266	43,522	43,857	44,858
Montana (1).....	7,640	7,521	8,076	7,418
Nebraska (8) (2).....	9,851	9,900	10,142	10,033
Nevada (1) (2).....	2,847	2,727	2,888	2,990
New Hampshire (4).....	5,999	4,122	7,163	9,410
New Jersey (8).....	55,927	55,274	60,683	58,733
New Mexico (4).....	1,305	353	1,394	318
New York (1).....	305,338	207,594	318,394	322,295
North Carolina (8) (3).....	40,172	28,230	40,042	18,109
North Dakota (8) (2).....	2,143	2,123	2,204	1,640
Ohio (3).....	81,616	76,125	85,673	85,018
Orthodox (6).....	15,533	15,476	14,629	13,957
Oregon (4).....	11,227	12,730	12,652	12,517
Pennsylvania (1).....	(4)	(1)	(1)	(1)
Rhode Island (4).....	9,190	9,132	10,150	8,719
South Carolina (8).....	7,235	5,754	7,089	7,153
South Dakota (8) (3).....	2,365	2,413	2,399	2,324
Texas (8).....	45,502	56,655	53,885	55,735
Titan (7).....	5,309	5,009	5,292	5,277
Vermont (5).....	1,307	1,000	1,100	1,000
Virginia (1).....	14,191	10,100	11,300	11,300
Washington (8).....	20,041	19,756	21,958	22,643
West Virginia (8).....	19,180	19,191	19,756	20,522
Wisconsin (7).....	35,740	34,146	37,530	33,227
Wyoming (1) (8).....	3,529	3,829	3,490	3,490

¹ See table 1, p. 80, for totals for all industries, for definition of employment (footnote 1), and for explanation of size-of-firm induction (footnote 2).

² Changed from coverage of employers of 8 or more to 4 or more, effective Oct. 1, 1938 (see footnote 4, table 1, p. 80).

³ Monthly employment data not reported; figures represent average monthly employment during quarter.

⁴ Pay-roll figures include that part of any worker's annual wage in excess of \$5,000, although such excess is not taxable under State law.

⁵ Based on data for 8 months (March and June–December). Employment figures include sum of all employees on monthly pay rolls plus highest number semimonthly, weekly, and any other pay roll; hence data not strictly comparable to those for other States. Pay-roll figures exclude that part of any worker's annual wage in excess of \$3,000.

⁶ Adjusted for \$46 workers and \$107,000 undistributed by months or quarters.

⁷ Data for first quarter not strictly comparable to those for subsequent quarters.

⁸ Adjusted for 455 workers and \$50,000 undistributed by months or quarters.

⁹ Adjusted for 6,057 workers and \$106,000 undistributed by months or quarters.

¹⁰ Includes \$9,000 undistributed by months or quarters.

¹¹ Includes \$20,000 undistributed by months or quarters.

¹² Adjusted for 3,152 workers and \$57,000 undistributed by months or quarters.

¹³ Includes \$22,000 undistributed by months or quarters.

¹⁴ Adjusted for 2,770 workers and \$72,000 undistributed by months or quarters.

¹⁵ Includes \$4,000 undistributed by months or quarters.

¹⁶ Excludes \$1,000 in wages involved in refunded contributions but undistributed by months or quarters.

¹⁷ See table 3, p. 36, for major industry group 4B, interstate railroads.

¹⁸ Includes \$100 workers included in service, for which average monthly employment was reported as less than 100 workers.

¹⁹ Includes \$45 workers and \$50,000 undistributed by months or quarters.

²⁰ Includes \$9,000 undistributed by months or quarters.

²¹ Includes \$20,000 undistributed by months or quarters.

²² Adjusted for 3,152 workers and \$57,000 undistributed by months or quarters.

²³ Includes \$22,000 undistributed by months or quarters.

²⁴ Adjusted for 2,770 workers and \$72,000 undistributed by months or quarters.

²⁵ Includes \$4,000 undistributed by months or quarters.

²⁶ Excludes \$1,000 in wages involved in refunded contributions but undistributed by months or quarters.

²⁷ Includes \$100 workers and \$50,000 undistributed by months or quarters.

²⁸ Adjusted for 370 workers and \$57,000 undistributed by months or quarters.

²⁹ Adjusted for 1,412 workers and \$23,400 undistributed by months or quarters.

³⁰ Adjusted for 674 workers and \$128,000 undistributed by months or quarters.

³¹ Includes \$4,000 undistributed by months or quarters.

³² Excludes \$1,000 in wages involved in refunded contributions but undistributed by months or quarters.

³³ Includes \$100 workers and \$50,000 undistributed by months or quarters.

³⁴ Excludes \$1,000 in wages involved in refunded contributions but undistributed by months or quarters.

³⁵ Includes \$100 workers and \$50,000 undistributed by months or quarters.

³⁶ Includes \$100 workers and \$50,000 undistributed by months or quarters.

³⁷ Includes \$100 workers and \$50,000 undistributed by months or quarters.

³⁸ Includes \$100 workers and \$50,000 undistributed by months or quarters.

³⁹ Includes \$100 workers and \$50,000 undistributed by months or quarters.

⁴⁰ Includes \$100 workers and \$50,000 undistributed by months or quarters.

⁴¹ Includes \$100 workers and \$50,000 undistributed by months or quarters.

⁴² Includes \$100 workers and \$50,000 undistributed by months or quarters.

⁴³ Includes \$100 workers and \$50,000 undistributed by months or quarters.

⁴⁴ Includes \$100 workers and \$50,000 undistributed by months or quarters.

⁴⁵ Includes \$100 workers and \$50,000 undistributed by months or quarters.

employment count for pay periods ending nearest the 15th of each month. Unemployment compensation reports, however, include all persons whose wages are subject to contributions, whereas, except for some industries, the Bureau of Labor Statistics reports include wage earners and exclude corporation officers, executives, and other employees whose duties are mainly supervisory. Pay-roll data collected by State employment

security agencies differ from those collected by the Bureau of Labor Statistics because they usually include as "wages" the cash value of such items as tips, bonuses, and meals, in addition to cash remuneration for employment; these perquisites are regarded as taxable wages under most State laws.

Employment data reported to the State agencies are necessarily based on the place of employ-

Table 3.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls in interstate railroads, by States, 1938¹

State	Statutory size-of-firm inclusion (number of workers)	Employment					Pay rolls (in thousands)				
		Monthly average	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Alabama	8 or more	(2)	(1)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)
Alaska	do	402	335	348	547	250	\$718	\$120	\$161	\$241	\$196
Arizona	3 or more	5,190	5,059	4,961	5,358	5,447	9,261	2,320	2,252	2,304	2,385
Arkansas	1 or more	13,632	13,795	12,678	14,418	13,026	18,527	4,663	4,404	4,699	4,761
California	4 or more	54,674	59,699	56,162	53,160	55,085	95,083	23,562	23,790	23,368	24,363
Colorado	8 or more	14,645	13,044	14,474	16,213	15,172	25,014	5,878	5,806	6,683	6,647
Connecticut	5 or more	9,241	8,749	9,140	10,542	9,205	17,266	4,135	4,145	4,316	4,670
Delaware	1 or more	3,829	3,776	3,695	3,677	4,306	6,508	1,646	1,559	1,560	1,743
District of Columbia	do	4,597	4,961	4,111	4,136	6,151	8,293	2,244	1,996	1,917	2,136
Florida	8 or more	15,815	17,288	14,345	14,718	17,828	22,778	6,365	5,546	5,015	5,852
Georgia	do	24,421	25,533	23,814	23,451	24,960	36,401	9,380	8,971	8,824	9,226
Hawaii	1 or more	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Idaho	do	5,660	5,071	5,459	6,530	5,614	9,363	2,114	2,152	2,516	2,581
Illinois	8 or more	112,279	110,485	109,085	111,642	115,260	194,882	49,036	46,999	48,587	49,260
Indiana	do	33,521	32,651	31,637	34,624	35,631	58,198	14,418	13,590	14,340	15,850
Iowa	do	25,469	24,099	25,505	26,945	24,756	42,530	10,285	10,221	11,133	11,111
Kansas	do	27,192	25,871	27,732	28,249	26,021	43,257	10,754	10,322	11,238	10,943
Kentucky	4 or more	26,247	26,107	25,072	26,684	27,534	42,891	10,673	10,070	10,704	11,444
Louisiana	8-4 or more ⁴	15,072	15,272	14,628	15,160	15,181	21,167	5,268	5,200	5,213	5,186
Maine	8 or more	6,853	6,620	6,771	6,929	6,586	11,084	2,763	2,640	3,129	2,352
Maryland	4 or more	17,133	17,152	16,363	17,227	17,705	30,351	7,701	7,312	7,376	8,062
Massachusetts ⁵	8 or more	21,751	21,393	21,337	21,185	22,890	38,053	9,252	9,321	9,028	10,452
Michigan ⁶	do	29,851	29,763	28,758	30,587	30,819	50,644	12,492	12,077	12,392	13,683
Minnesota	1 or more	32,519	29,008	33,030	36,609	30,918	55,519	12,507	13,648	15,378	13,981
Mississippi	8 or more	1,761	9,855	9,430	9,891	9,753	13,991	3,552	3,422	3,407	3,610
Missouri	do	42,729	42,239	40,552	44,392	44,035	71,934	17,883	17,083	18,432	18,528
Montana	1 or more	10,023	8,665	10,752	11,422	9,335	17,446	3,873	4,133	4,958	4,487
Nebraska	8 or more	17,440	15,709	17,333	19,495	16,827	30,083	6,972	7,108	8,091	7,912
Nevada	1 or more	3,643	2,651	4,072	3,283	3,441	6,267	1,088	1,717	1,788	1,664
New Hampshire	4 or more	2,933	2,081	2,756	3,894	2,938	4,528	1,037	1,050	1,093	1,345
New Jersey	8 or more	27,781	26,964	27,649	27,976	27,839	49,730	12,207	12,030	12,512	12,981
New Mexico	4 or more	7,581	5,253	4,967	5,573	5,802	8,579	2,191	1,968	2,157	2,262
New York ⁷	do	95,011	95,683	93,113	96,694	93,056	163,418	42,610	40,520	40,829	39,459
North Carolina	8 or more	18,205	18,901	19,287	17,580	17,745	25,278	6,364	6,130	6,244	6,546
North Dakota	do	6,046	5,238	6,203	7,115	5,277	10,069	2,341	2,338	2,863	2,527
Ohio ⁸	3 or more	69,145	65,948	66,565	72,850	72,872	123,192	28,865	28,267	31,284	33,776
Oklahoma	8 or more	10,943	10,732	11,188	11,034	10,599	16,880	4,134	4,253	4,289	4,204
Oregon	4 or more	8,110	6,754	7,247	11,236	6,806	10 14,503	4,051	3,071	3,749	3,607
Pennsylvania	1 or more	(11)	(11)	(11)	(11)	(11)	(11)	(11)	(11)	(11)	(11)
Rhode Island	4 or more	2,038	1,915	1,995	2,499	1,889	3,421	798	812	867	946
South Carolina	8 or more	8,052	8,165	7,836	7,781	7,906	10,895	2,873	2,715	2,603	2,701
South Dakota	do	3,872	3,444	4,051	4,444	3,536	6,220	1,399	1,503	1,724	1,583
Tennessee	do	22,942	25,622	21,376	21,770	23,107	36,968	10,329	8,657	8,717	9,261
Texas	do	49,993	50,557	49,438	48,982	50,685	81,839	20,885	20,208	20,249	20,497
Utah	4 or more	7,950	7,244	8,127	8,464	7,872	14,338	3,275	3,466	3,731	3,861
Vermont	8 or more	4,057	3,990	3,941	4,603	4,069	5,970	1,445	1,492	1,492	1,541
Virginia	do	12,30,381	(11)	29,597	30,336	31,423	51,176	12,906	12,460	12,507	13,301
Washington	do	15,810	14,854	16,120	17,259	15,642	27,682	6,434	6,673	7,487	7,089
West Virginia	do	19,929	20,651	18,614	19,898	20,796	32,464	8,204	7,574	8,016	8,676
Wisconsin	7 or more	(13)	(13)	(13)	(13)	(13)	(13)	(13)	(13)	(13)	(13)
Wyoming	1 or more	6,498	5,440	6,417	8,414	6,215	11,143	2,371	2,529	3,134	3,104

¹ Interstate railroads (major industry group 40) included in transportation, communication, and utilities division in table 2; see table 1, p. 80, for totals for all industries, for definition of employment (footnote 1), and for explanation of size-of-firm inclusion (footnote 2).

² Employment by Interstate railroads excluded from coverage of State law.

³ Reported average monthly employment of less than 50 workers.

⁴ Coverage charged from employment of 8 or more to 4 or more, effective Oct. 1, 1938 (see footnote 4, table 1, p. 80).

⁵ Monthly employment data not reported; figures represent average monthly employment during quarter.

⁶ Pay-roll figures include that part of any worker's annual wage in excess of \$3,000, although such excess is not taxable under State law.

⁷ Based on data for 8 months (March and June–December).

⁸ Employment figures include sum of all employees on monthly pay roll plus highest number on semimonthly, weekly, and any other pay roll; hence data not strictly comparable to those for other States. Pay-roll figures exclude that part of any worker's annual wage in excess of \$3,000.

⁹ Data for first quarter not strictly comparable to those for subsequent quarters.

¹⁰ Excludes \$5,000 in wages involved in refunded contributions but undistributed by quarters.

¹¹ Not reported.

¹² Based on data for 9 months (April–December).

¹³ State Industrial classification of Interstate railroads not comparable to Social Security Board classification.

Table 4.—*Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1938-1*

Major industry group and number ²		Industry classification— ³										Mississippi	
Major industry group and number ²	Number of Establishments	Mineral mining and quarrying	Manufacturing	Construction	Trade, hotel, and restaurants	Transportation, communication, and utilities	Transportation, communication, and utilities—airlines	Transportation, communication, and utilities—water	Transportation, communication, and utilities—land	Transportation, communication, and utilities—airlines and water	Transportation, communication, and utilities—land and water	Transportation, communication, and utilities—airlines and land	Transportation, communication, and utilities—airlines, water, and land
Total, all industries—	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Mining, mineral quarrying, and oil and gas extraction—	10.0	30.3	16.8	5.4	2.8	3.9	.2	.3	.0	1.2	.5	.1	.6
10. Metal mining and mining of nonmetallic minerals—	1.8	29.3	16.6	5.6	2.8	3.9	.2	.3	.0	1.2	.5	.1	.6
11. Bituminous coal mining—	1.5	2.3	2.3	2.3	5.9	5.9	—	—	—	—	—	—	—
12. Crude petroleum and natural gas production—	—	—	—	—	—	—	—	—	—	—	—	—	—
14. Nonmetallic mining and quarrying—	7.7	7.0	2.4	2.3	3.0	6.3	8.6	6.0	4.6	5.0	2.3	4.6	4.6
15. General contractors—builders—	4.9	3.6	7.2	3.8	4.5	3.0	2.3	3.0	2.4	1.9	2.3	2.5	2.5
16. General contractors, other than building construction—	1.4	1.2	1.8	1.1	1.7	1.2	1.9	2.9	1.7	3.0	1.6	1.4	1.4
17. Special trade contractors—	3.0	2.0	4.4	2.0	1.3	2.4	1.8	1.3	5.0	2.0	2.4	1.9	2.1
18. Specialty trade contractors—	1.0	1.0	.7	1.8	.9	1.0	3.1	5.2	1.3	1.5	1.1	1.0	.7
19. Manufacturing—	52.1	37.5	12.5	30.1	27.2	20.8	61.2	37.6	8.5	26.5	50.6	19.0	44.0
20. Food manufacturing—	3.2	33.6	3.6	4.3	7.9	8.4	1.6	5.5	2.6	5.4	5.0	47.3	6.1
21. Tobacco manufacturing—	—	—	—	—	—	—	—	—	—	—	—	—	—
22. Textile-mill products and apparel, other and finished articles made from fabrics—	15.9	7.0	6.4	8.8	1.0	3.9	—	—	—	—	—	—	—
23. Apparel and other finished articles made from fabrics—	1.4	1.0	2.5	1.8	1.6	1.3	1.1	1.1	1.1	1.1	1.1	1.1	1.1
24. Basic lumber industries—	9.3	1.7	2.7	2.7	1.5	1.2	1.2	1.2	1.2	1.2	1.2	1.2	1.2
25. Finished lumber products—	1.8	1.3	1.1	1.4	1.2	1.2	1.2	1.2	1.2	1.2	1.2	1.2	1.2
26. Paper and allied products—	1.2	1.2	1.1	1.2	1.2	1.2	1.2	1.2	1.2	1.2	1.2	1.2	1.2
27. Printing, publishing, and allied industries—	1.8	1.0	2.0	1.3	2.4	2.1	1.8	1.1	4.4	1.5	1.3	1.8	1.7
28. Chemicals—	2.1	.8	1.8	1.2	1.4	1.7	4.8	.1	3.2	3.2	.3	1.8	1.7
29. Products of petroleum and coal—	4.6	—	—	—	—	—	—	—	—	—	—	—	—
30. Fabrics products—	1.6	—	—	—	—	—	—	—	—	—	—	—	—
31. Leather and its manufactures—	—	—	—	—	—	—	—	—	—	—	—	—	—
32. Stone, clay, and glass products—	1.6	—	—	—	—	—	—	—	—	—	—	—	—
33. Iron and steel, and their products—	13.4	—	—	—	—	—	—	—	—	—	—	—	—
35. Numerous metals and their products—	1.1	—	—	—	—	—	—	—	—	—	—	—	—
36. Electrical machinery, including radios and refrigerators—	3.3	2.3	.2	.5	.6	9.3	.3	(C)	.1	(C)	1.8	1.0	.3
37. Machinery, other than electrical—	—	—	—	—	—	—	—	—	—	—	—	—	—
38. Motor vehicles, household parts, and related equipment—	6.1	—	—	—	—	—	—	—	—	—	—	—	—
39. Miscellaneous manufacturing—	1.3	—	—	—	—	—	—	—	—	—	—	—	—
40. Interstate railroads—	7.0	15.1	16.2	17.5	13.5	19.7	7.2	11.8	13.2	17.2	13.9	10.1	14.6
41. Street, suburban, and interurban railroads (other than those in city and suburban bus lines)—	3.7	8.9	9.9	4.3	10.7	2.2	6.6	2.9	7.4	9.4	7.0	6.3	10.6
42. Trucking, and/or warehousing, for hire—	1.2	2.0	2.8	1.7	1.3	1.0	1.1	1.7	1.0	1.1	2.0	1.2	1.0
43. Other transportation, except water transportation—	1.3	1.7	.5	6	5	2	—	—	—	—	—	—	—
44. Water transportation—	—	—	—	—	—	—	—	—	—	—	—	—	—
45. Services filled to transportation, not elsewhere classified—	1.7	6.6	.5	1	1.2	4	.1	.7	.2	2.6	.7	1.9	.4
46. Communication—telephone, telegraph, commercial, and related services—	—	—	—	—	—	—	—	—	—	—	—	—	—
47. Utilities—light, heat, and power companies, electric and gas—	2.1	2.2	2.1	1.7	2.3	1.4	1.1	2.7	1.9	2.0	2.1	2.7	2.9

footnotes at end of table.

Table 4.—*Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1938*¹—Continued

See footnotes at end of table.

Table 4.—Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1938—Continued

Major industry group and number ^a	Ala.	Neb.	N.H.	N.J.	N.Y.	N.Mex. ^b	N.C.	N.Dak.	Okla.	Orge.	P.R.	S.C.	Tenn.	Tex.	Vt.	Wash.	Wyo.	Wis.	W.Va.	
Transportation etc.—Continued																				
45. Services allied to transportation, not elsewhere classified	0.4	(7)	0.8	(7)	0.6	(7)	0.9	0.1	0.4	0.2	0.2	1.6	0.1	0.3	(7)	0.1	1.4	0.5	(7)	
46. Communications—telephone, telegraph, commercial, radio and related services	2.2	1.9	4.2	1.6	1.6	1.7	1.8	2.4	1.0	4.0	1.5	2.9	1.3	1.0	4.0	1.7	2.3	2.5	1.4	
48. Utilities—light, heat, and power companies; electric and gas	1.9	3.0	2.3	1.8	2.2	2.1	2.1	1.2	4.1	1.9	2.7	3.0	1.8	1.2	3.6	1.9	2.9	2.6	2.4	
49. Other local utilities and local public services	.1	.2	(7)	.3	.1	.1	.1	.1	(7)	—	.1	(7)	(7)	(7)	.1	.1	.2	(7)	(7)	
Wholesale and retail trade	28.5	32.5	33.4	29.8	17.2	16.5	30.2	24.4	16.3	42.0	23.5	28.6	26.8	20.1	15.2	38.3	22.9	28.6	30.6	
50. Wholesale merchants	5.0	2.0	1.8	1.1	1.8	2.0	3.8	2.2	5.9	2.9	4.2	3.6	2.1	2.2	5.1	3.6	3.8	3.0	4.1	
51. Wholesalers, distributors, other	4.9	3.6	5.6	1.4	1.2	2.3	2.9	4.2	2.8	5.4	2.5	3.9	4.2	2.3	1.4	7.2	3.5	5.2	3.6	
52. Wholesalers and retail trade	2.8	3.2	3.9	2.3	2.5	1.5	3.5	1.6	1.3	8.8	2.1	6.1	5.7	2.7	1.6	3.1	2.6	2.6	1.7	
53. Retail general merchandise	5.2	3.4	7.0	3.1	2.5	2.1	2.7	2.1	3.2	4.0	3.4	2.1	5.9	4.8	3.1	5.4	5.5	5.2	3.3	
54. Retail food	2.8	3.5	2.8	3.9	2.3	2.7	2.2	1.7	1.2	1.5	3.8	1.3	2.0	2.5	3.0	1.6	2.2	1.8	1.2	
55. Retail automotive	1.3	2.5	2.5	1.7	2.7	2.1	2.5	1.5	1.5	3.8	1.3	1.7	1.3	1.2	1.6	1.6	1.1	1.6	3.0	
56. Retail apparel	1.9	1.3	1.8	1.0	1.0	.8	.6	2.2	.8	1.3	1.7	1.3	1.2	1.5	1.5	1.5	1.0	1.2	.8	
57. Retail trade not elsewhere classified	2.5	3.6	2.8	3.3	2.5	1.7	2.8	1.7	2.7	2.1	2.7	2.3	2.1	1.5	2.2	2.8	3.9	1.7	2.1	
71. Eating and drinking places, garages and filling stations	1.7	6.2	1.8	8.3	2.3	1.4	4.4	3.3	3.3	1.7	2.7	2.3	1.7	2.3	2.1	1.5	2.7	2.0	2.3	
75. Automobile repair places	.4	1.9	1.0	1.8	.1	.4	1.5	.6	.3	.5	.8	.9	.4	.3	.8	.5	.7	1.1	.6	
Finance, insurance, and real estate	4.8	2.4	6.0	1.3	1.9	4.8	1.2	8.9	2.0	2.1	3.5	2.8	3.1	2.9	.7	2.4	2.2	2.7	3.1	
60. Bank and trust companies	.7	.3	.2	(7)	.3	.6	.2	1.4	.3	.4	.1	.2	.4	.1	(7)	.2	.2	.8	.3	
61. Investment banking and security speculation	.3	(7)	.3	(7)	(7)	.1	(7)	1.0	.1	—	.2	.1	.2	(7)	(7)	.1	.2	(7)	(7)	
62. Finance agencies not elsewhere classified	.4	.3	.5	.7	.1	.1	.1	.1	.1	.1	.1	.2	.1	.2	(7)	.1	.2	(7)	(7)	
63. Insurance carriers	.7	.5	.5	.7	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.3	.4	.2	.2	
64. Insurance agents and brokers	.2	.2	.2	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	
65. Real-estate dealers, agents, and brokers	1.4	.8	.8	.6	.2	.6	(7)	3.2	.3	(7)	9	1.0	1.1	.7	(7)	.6	.7	1.0	.5	
66. Real estate, insurance, loans, law office, any combination	.1	.3	.3	(7)	.2	.3	.2	(7)	.1	.2	.3	.1	.2	(7)	(7)	.1	.3	.1	.2	
Service	7.9	10.5	14.8.5	14.12.4	6.1	6.6	8.7	10.0	9.9	14.6.7	6.2	8.2	9.0	5.2	3.8	11.6.7	6.5	8.2	8.4	4.9
70. Hotels, furnished rooms, pensions, and other lodgings	2.8	2.6	2.7	3.7	2.5	1.3	2.6	2.3	.9	2.8	1.2	1.8	1.4	2.0	2.3	1.5	2.1	2.5	1.9	
72. Personal service	2.3	2.2	2.1	2.8	1.5	2.2	1.9	1.8	1.3	1.4	2.0	2.2	1.5	1.5	2.3	2.5	2.0	2.3	2.4	
73. Business services not elsewhere classified	1.2	.8	1.0	.4	.3	.7	.4	2.1	.2	.5	1.0	.8	1.4	.4	.2	.7	.6	1.0	.4	
74. Employment agencies and commercial and trade schools	.2	(7)	.2	(7)	.1	.1	.6	.2	(7)	.2	1.0	.1	.2	.2	.3	.3	.6	(7)	.1	
76. Repair services and miscellaneous hand trades not elsewhere classified	.1	.2	.1	(7)	.2	.4	(7)	.2	.1	.1	.1	.2	.1	.2	.1	.2	.1	.1	.1	
77. Agricultural and horticultural services and related services	.2	(7)	.2	(7)	.1	.1	.6	.2	(7)	.2	1.0	.1	.2	.2	.3	.3	.4	.4	.4	
78. Amusement and recreation— motion pictures	.6	.8	.7	.6	.6	1.0	.9	.4	.7	.6	.9	.8	.4	.3	.1	.5	.8	.4	.7	
79. Amusement and recreation—other	.7	.6	.8	2.9	.7	.6	3.0	1.0	.2	.4	.8	.5	.9	.3	.4	.9	.2	.5	.3	
80. Medical and other health services	.2	1.0	.3	.5	(7)	.1	.4	.2	.2	.5	.2	.5	.7	(7)	(7)	.2	.5	.4	.7	
81. Law offices and related services	.1	.3	(7)	.4	(7)	.1	.4	(7)	.1	.4	(7)	.1	.1	(7)	(7)	.1	.1	(7)	(7)	

82. Educational institutions and agencies	.1	(7)	-----	(7)	.1	.1	(9)	-----	(6)	.1	(7)	.1	(7)	.1	(9)	(7)
83. Other professional and social- service agencies and instit- utions	.1	(7)	(7)	(9)	.2	(7)	(7)	.1	.4	(7)	(7)	(7)	.3	(7)	.1	(9)
86. Membership organizations, such as trade associations, trade-unions, etc.	.4	1.7	.3	.7	.1	.4	.3	.4	(6)	.5	.1	.5	.1	.1	.2	(7)
Miscellaneous 18	.3	1.6	(14)	(14)	1.2	.7	.4	2.4	.3	(14)	.3	2.5	.2.9	.1	.2	(14)
														.3	.8	.2
														.3	4.0	.3
																(14)

¹ See table 1 for average monthly employment in States, for definition of employment (footnote 1), and for explanation of size-of-firm inclusion (footnotes 2 and 4). Distribution for Pennsylvania not available.

² See D. 149 for complete list of industry groups and numbers.

³ Based on data for 9 months (March and June-December).

⁴ Employment figures include sum of all employees on monthly pay rolls plus highest number on semi-monthly, weekly, and any other pay roll, hence data not strictly comparable to those for other States. Excludes approximately 10,500 workers reported under temporary numbers each month; includes 16,000-25,000 domestic-service workers covered by State law.

⁵ Based on data for 9 months (April-December).

⁶ Less than 0.1 percent.

⁷ Average monthly employment less than 100.

⁸ Distribution by company major industry groups not available.

⁹ Logging contractors and logging and lumber camps not attached to sawmills included in industry division "Lumbering."

¹⁰ Not subject to State law.

¹¹ In some cases, employment by street railways, local bus lines, etc. (group 41), operated by electric light and power companies is included in group 48. Employment by municipal corporations excluded when exempt from coverage of State law.

¹² Group 41 included in group 48.

¹³ Group 44, for which average monthly employment was reported as less than 100 workers, included in group 45.

¹⁴ Industry division "Miscellaneous," for which average monthly employment was reported as less than 100 workers, included in "Service."

¹⁵ Group 74, for which average monthly employment was reported as less than 50 workers, included in group 75.

¹⁶ Group 77, for which average monthly employment was reported as less than 100 workers, included in group 76.

¹⁷ Group 76, for which average monthly employment was reported as less than 50 workers, included in group 78.

¹⁸ Includes groups 47, 68, 85, and others not elsewhere classified. See footnote 9.

¹⁹ Group 67, "Administrative offices and holding companies," accounted for 8.3 percent of the average monthly employment.

²⁰ Group 85, "Private business organizations not elsewhere classified," accounted for 3.1 percent of the average monthly employment.

²¹ Group 86, "Private business organizations not elsewhere classified," accounted for 3.7 percent of the average monthly employment.

ment rather than residence of the worker. If many workers in a State commute across State lines, a correction factor must be applied before the data may be compared with figures based on "place of residence." Data for New York, Rhode Island, and the District of Columbia, for example, undoubtedly reflect employment of a significant number of workers who reside in neighboring States.

Lack of comparable information from Pennsylvania and Wisconsin makes it impossible to include totals for the United States in the 1938 reports. Pennsylvania had not introduced the Social Security Board Industrial Classification Code (see p. 149) and consequently no industry data for that State were available. Because in 1938 the Wisconsin employment security agency used its own industrial classification system, pending the completion of a later edition of the social security industrial code, figures for that State are included only in the summary tabulations for industrial divisions.

Two other factors affect the employment security data on employment and pay rolls: delinquency on the part of employers in submitting contribution reports to the State agencies and errors made in classifying employers. The degree to which employment and pay rolls are understated because of delinquency varies among States and for the major industry groups in each State. As a general rule, it was found that delinquency was more significant among industry groups in which small operating units predominate—such as trade and service—than in the groups in which firms generally employ fairly large numbers of workers—such as manufacturing. The coverage of the State law therefore has a bearing on the importance of this factor. States which cover employers of one or more workers undoubtedly experienced a greater degree of delinquency than States which limit coverage to employers of eight or more. It is believed, however, that there is no serious understatement or distortion in the data resulting from delinquency.

Some errors in classifying employers were revealed by sample checks. These errors resulted mainly from incomplete information concerning the employer's business at the time of classification. As reporting procedures have improved, the classification assignments have become more reliable.

An additional qualification to be noted relates to the pay-roll data for New York and Michigan. In 1938 both State laws limited taxable wages for unemployment compensation purposes to the first \$3,000 of a worker's annual wages from an individual employer. Michigan, however, reported total wages for covered employments rather than merely the amount subject to contributions, with the result that the wages shown for that State are about 7 or 8 percent in excess of the wages taxable for unemployment compensation purposes. Pay-roll data for New York, on the other hand, represent only the taxable amount; i. e., the first \$3,000 in wages. The amount of wages excluded in New York reports is estimated to range between 12 and 15 percent of the total wages in subject employment in 1938. All other States reported wages taxable under title IX of the Social Security Act,⁴ including amounts in excess of \$3,000.

Industrial Classification

The Industrial Classification Code of the Social Security Board, designed primarily to serve the needs of the social security program, is similar but not identical to industrial classification systems used by other Federal agencies.⁵ Under the industrial classification procedure used by State agencies, each place of business is classified on the basis of its principal activity. If a firm conducts different activities at its various establishments, separate industry numbers are assigned to identify them, and a supplemental report is submitted by the employer for each such activity. For example, should a firm engaged in manufacturing operate separate establishments as retail outlets, separate employment and pay-roll data are reported for each of the functions. Thus employment and pay rolls may be classified according to the industry to which they apply rather than according to the primary industry of the reporting employer. Usually the reports also identify the area of the State in which the business is conducted and these identifications make possible series of employment and pay-roll data

⁴ On Feb. 10, 1939, title IX of the Social Security Act (except sec. 904) was repealed and reenacted as ch. 9, subch. C, of the Internal Revenue Code. Under the Social Security Act Amendments of 1939 (Public, No. 379, 75th Cong., 1st sess.) this tax has been named the Federal unemployment tax and beginning with 1940 does not apply to "that part of the remuneration, which after remuneration equal to \$3,000 has been paid to an individual by an employer with respect to employment during any calendar year, is paid to such individual by such employer with respect to employment during such calendar year . . .".

⁵ See pp. 149-150 for a list of major industry groups.

for various areas and communities within the State; hitherto information of this type has been available only for a few metropolitan areas.

Employment data for the 70 major industry groups listed in the Social Security Board Industrial Classification Code⁶ are available for each State (see table 4), but for summary purposes in other tables these groups have been consolidated in 8 industrial divisions. Data on both employment and pay rolls are given for each of these divisions.

The employment and pay-roll data presented in tables 1-4 may be utilized for many purposes, subject to the qualifications indicated in the foregoing pages. The analysis which follows, however, is limited to characteristics which have a direct bearing on employment security programs.

Industrial Distribution of Covered Employment

Although 1938 was characterized for the most part by depressed employment conditions, the distribution of employment and pay rolls according to industrial divisions and major industry groups provides a fairly reliable measure of the relative importance of the respective industries in the State. These distributions are, of course, based on employments covered by State laws and are therefore affected by size-of-firm provisions. This qualification is of particular significance when comparisons are made between States, and is also important in interpreting data for a single jurisdiction since some industries tend to have small units.

Manufacturing.—The importance of manufacturing in the covered employment of various States is shown in chart 1, page 81. North and South Carolina lead in percentage of covered employment in manufacturing with about two-thirds of their covered workers ordinarily engaged in that activity, principally in the manufacture of textiles. Rhode Island, New Hampshire, and Connecticut follow closely with more than 60 percent of their 1938 employment in manufacturing. While manufacturing in Connecticut consists of diversified industries (machinery, iron and steel, non-ferrous metals, and textiles are most important), in New Hampshire it is concentrated largely in leather and textiles, and in Rhode Island in

textiles. Maine and Michigan have more than 58 percent of their covered employment in manufacturing. Textiles, leather, and paper dominate the Maine pattern while the automobile industry predominates in Michigan.

A somewhat different aspect of the importance of manufacturing in covered employment is given in chart 2 (p. 94), which arrays the States according to the magnitude of employment in manufacturing. New York, with an average of more than a million covered workers in this division in 1938, heads the list. Manufacturing in that State is largely diversified, but apparel with 285,000 workers was the largest single industry in the manufacturing group. In 1938 Illinois had an average monthly employment of 705,000 in all forms of manufacturing with about 139,000 in the production of machinery, 112,000 in food manufacturing, and 107,000 in iron and steel. Of the 660,000 manufacturing jobs reported for Ohio 160,000 were in iron and steel and about 124,000 in machinery. The automobile industry comprised nearly 44 percent of the 525,000 in manufacturing reported for Michigan. Massachusetts had an average of 493,000 manufacturing workers; 106,000 were in textiles and 67,000 in leather.

States in which manufacturing was comparatively unimportant in terms of the proportions of covered employees were Nevada, the District of Columbia, New Mexico, and Wyoming (chart 1). These States were also low in the list in number of workers in manufacturing (chart 2).

Trade.—The area of concentration for the next largest number of workers is trade (chart 1). North Dakota had 42 percent of its covered workers in this industrial division in 1938. The District of Columbia and South Dakota had 41 and 38 percent, respectively. Trade comprised 20-30 percent of all covered employment in 27 States. Aside from Alaska, the smallest concentration in trade is found in West Virginia and South Carolina.

Construction.—The proportion of employment in the construction industry in no instance exceeded 10 percent. The greatest degree of concentration for this activity is in Mississippi, Wyoming, and the District of Columbia. In 38 States less than 6 percent of the covered employment was found in the construction industry. This relatively small proportion is explained partly by the fact that the construction industry

⁶ The March 1937 edition of the code was used by all States except the District of Columbia, Massachusetts, North Carolina, and West Virginia, which used the 1936 edition. The classifications in the earlier code, however, are nearly identical to those in the 1937 edition.

operated at a fairly low level in 1938 and partly because the coverage provisions of State laws probably exclude many firms engaged in construction work.

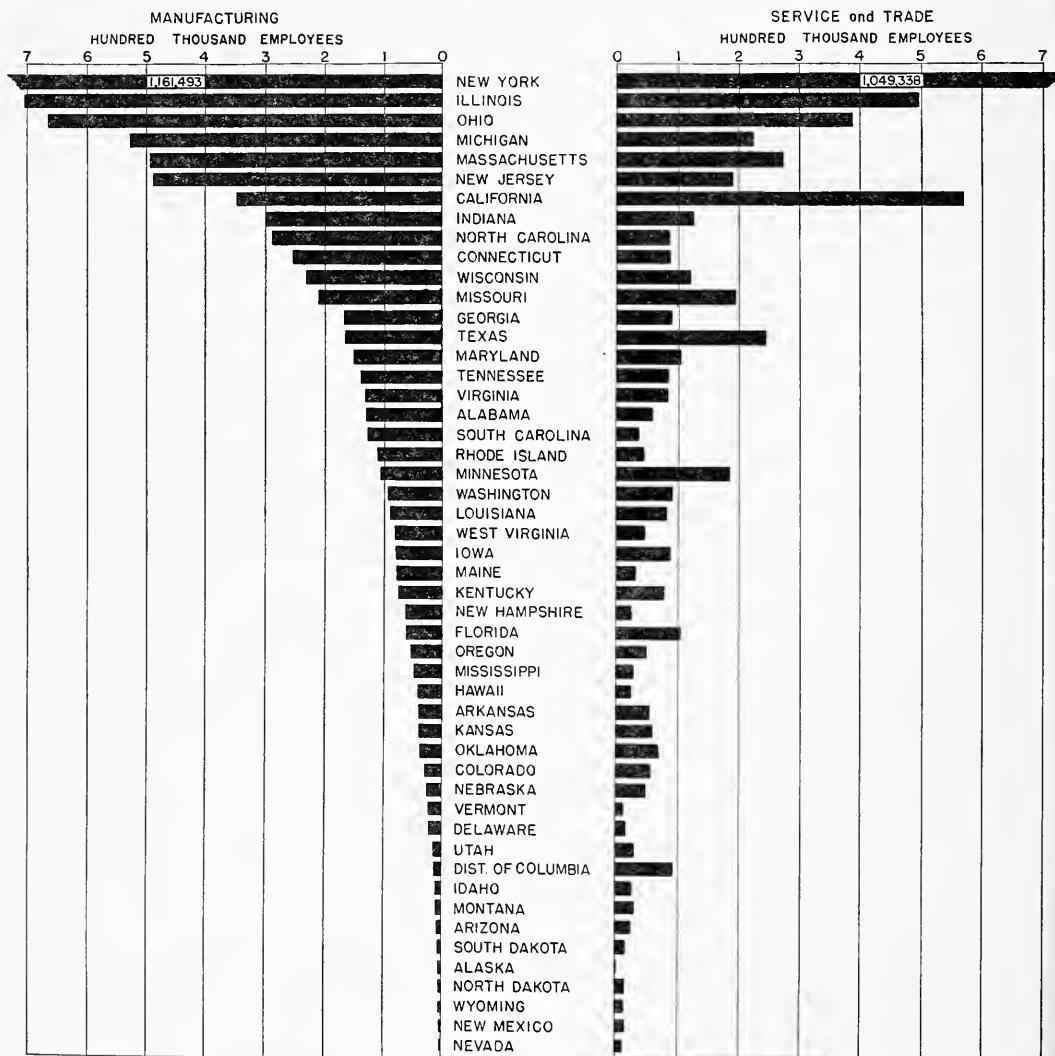
Transportation, communication, and utilities.—Transportation, communication, and utilities, collectively, comprise 10–20 percent of covered employment in each of 36 jurisdictions. The States

with the highest proportion of workers in this division are all in the Mountain or West North Central sections of the country.⁷

Mining and quarrying.—Relatively few States

⁷ Effective July 1, 1939, the unemployment compensation program for railroad workers was transferred from the States to the Federal Railroad Retirement Board, in accordance with the provisions of the Railroad Unemployment Insurance Act. See table 3 for data on employment and pay rolls in interstate railroads in 1938.

Chart 2.—Unemployment compensation: Employment of covered workers in manufacturing and in service and trade, monthly average, 50 States, 1938¹



¹ See table 2, p. 82.

have any significant proportion of covered workers employed in mining and quarrying activities. In West Virginia, the importance of the mining industry (chiefly bituminous coal) in the unemployment compensation program is evident from the fact that 38 percent of the covered employment in 1938 was concentrated in that activity. All the Mountain States had more than 9 percent of their covered workers engaged in mining. Nevada, New Mexico, and Wyoming had more than 20 percent so engaged. Over 30 percent of the workers of Alaska were employed in mining, and Kentucky showed a concentration of 20 percent in this industry, principally in bituminous coal. In Oklahoma 18 percent of the covered workers were employed in mining; for the most part these employees were engaged in the production of crude petroleum and natural gas.

Service.—The service division represents a combination of various types of employment, including business, personal, and professional service. Hotels, amusements, and personal service enterprises (such as laundries) comprise the major portion of this division. The relative importance of the service division in total covered employment ranged from 3 percent in Alaska to 19 percent in the District of Columbia. In 38 of the 50 jurisdictions shown in table 4, service accounted for 5-10 percent of total covered employment in 1938.

Other industries.—Delaware is the only State to show any sizable proportion of covered employment in the miscellaneous division designated as "other," which in that State reflects employment in holding companies and administrative offices. Another relatively important group in the miscellaneous division is "logging and lumber camps (not attached to sawmills) and logging contractors." In Maine and the western States, such activity constitutes most of the employment in this division.

Major Industry Groups

When covered employment for 1938 is examined in terms of the 70 major industry groups of the Industrial Classification Code, more detail is disclosed on the types of covered employment which predominate in a State. Table 4 indicates that one or two industries rank first in a number of States. Interstate railroads occupied first place in the proportion of covered employment in 10

States and second place in 16.⁸ All the Rocky Mountain and Southwestern States are included in these 26 States. Another leading industry group is food manufacturing which was first in 8 States and second in 10. Textiles ranked first in 9 States and second in 3; basic lumber first in 5 States and second in 2; and iron and steel first in 4 States and second in 3.

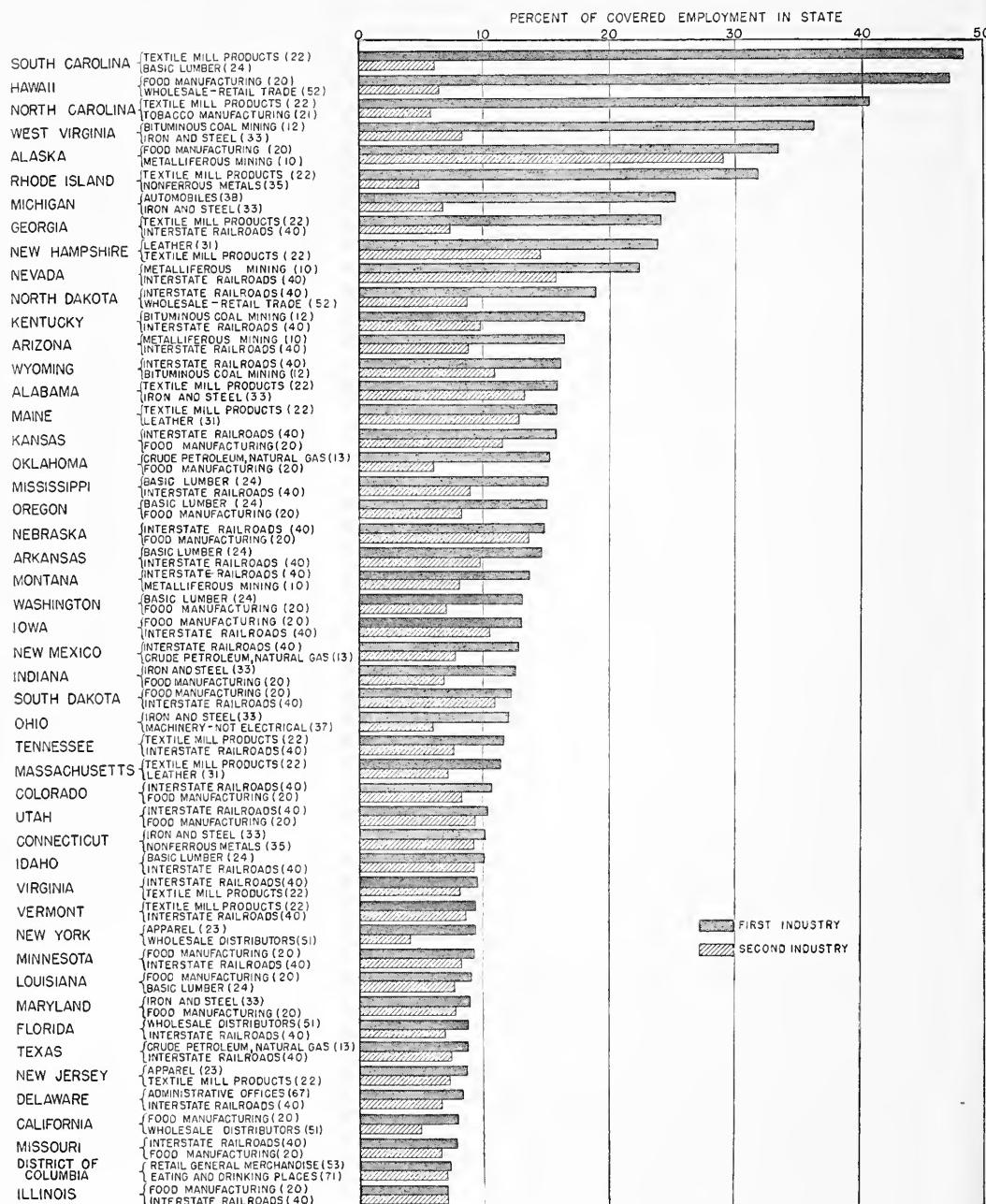
From the point of view of the unemployment compensation program, it is important to know how much of the covered employment in the State is in a few industries. When, for example, covered workers in a State are largely concentrated in one industry, such as textiles or mining, a marked and prolonged depression in that industry may result in a serious drain on State unemployment compensation funds and impose heavy burdens on administrative operations. Chart 3 shows this concentration for the two most important industries in the State. Alaska was the only jurisdiction which had more than 20 percent of its covered employment in each of two industries during 1938. Ten States had more than 20 percent in one industry. Textiles predominated in North Carolina, South Carolina, Rhode Island, and Georgia. Food manufacturing occupied first place in Alaska and Hawaii, bituminous coal in West Virginia, automobiles in Michigan, leather in New Hampshire, and metalliferous mining in Nevada.

At the bottom of the chart appear the States with less concentration in one industry. In 14 States less than 10 percent of the covered employment in 1938 was in the industry group which ranked first, and in these States the industry which occupied the second place was a relatively close second in importance.

When percentages are combined for the first 5 and first 10 industries for States which had low concentrations of employment in their 2 most important industries (chart 3) it is found that Delaware had 31 percent of its employment in the first 5 industries of the State and 51 percent in the first 10; Illinois had 32 percent in the first 5 and 49 percent in the first 10; Missouri had 31 percent in the first 5 industries and 50 percent in

⁸ See footnote 7, p. 94. If interstate railroads were excluded, the array of first and second-ranking industries would give 8 additional places to retail general merchandise; 5 to food manufacturing; 3 to metalliferous mining; 2 to crude petroleum and natural-gas production; and 1 each to general contractors (other than building construction); basic lumber; chemicals; leather; stone, clay, and glass products; iron and steel; wholesale distributors; and eating and drinking places.

Chart 3.—Unemployment compensation: Percentage of average monthly covered employment in two leading industries of State, 50 States, 1938¹



¹ See table 4, p. 87. Number following name of industry is code number for that industry group.

the first 10. New York and California had, respectively, 25 and 26 percent of covered employment in the first 5 industries, and both had 41 percent in the first 10.

The tabulation below lists the 10 jurisdictions which in 1938 had the greatest concentration of covered employment in the first 5 major industry groups and the 10 States which had the least concentration in the first 5:

State	Percent of average monthly covered employment in—	
	First 5 major industry groups	First 10 major industry groups
Alaska	77.3	86.3
South Carolina	65.5	75.6
Hawaii	62.1	72.4
West Virginia	62.0	73.9
North Carolina	59.8	73.0
Nevada	54.3	69.9
New Hampshire	51.5	64.2
Alabama	51.0	63.8
North Dakota	50.2	71.9
Rhode Island	49.6	63.6
Virginia	32.0	49.9
Florida	31.7	50.7
Ohio	31.7	47.4
Illinois	31.5	49.0
Missouri	31.3	49.7
Delaware ¹	31.2	51.0
Massachusetts	31.1	48.1
New Jersey	30.7	48.3
California	25.8	41.3
New York	24.9	41.4

¹ Administrative offices and holding companies combined represent first major industry group.

Fluctuations in 1938

Industrial production in the first half of 1938 leveled off after the recession which began in 1937; in the latter half of 1938 there was a marked recovery movement. Thus the cyclical factor in 1938 was evident even though fluctuations were less marked than in 1937 or in 1939. Figures for 1938 employment and pay rolls reflect not only seasonal fluctuations but also the particular cyclical fluctuations which characterized the year. Since insufficient data are available in figures for a single year to determine and segregate seasonal variations in covered employment, the following discussion is limited to a statement of the differences between the highest and lowest months of employment for the various States.⁹

About half the States reporting show a variation of 10 percent or less from the high to the low month of covered employment—in 8 States there was a difference of 5 percent or less over the 12-

⁹ Excludes Massachusetts, New Mexico, Pennsylvania, and Virginia, for which complete data were not available, and Louisiana which changed its size-of-firm provision during the year.

month period.¹⁰ The latter group, headed by New Jersey, New York, and Illinois, consists largely of States in which manufacturing of a diversified character employs the largest number of covered workers. Kansas and Oklahoma, States in which a few stable industries dominate the employment pattern, are exceptions. A middle group of 17 States show 11–20 percent variation from the high to the low month of employment; 4 are New England States (Vermont, New Hampshire, Rhode Island, and Maine); 5 are Mountain States (Colorado, Utah, Arizona, Montana, and Nevada); and 2 are on the Pacific Coast (Washington and Oregon). In 6 States employment in the lowest month of the year was 22–24 percent less than that in the highest month. The marked seasonal variation in the activities in Florida probably accounts for its position in this group. Alaska with a variation of 74 percent stands alone; here too, the seasonal factor is important particularly in the fish canneries and mining activities which accounted for the major part of the fluctuation which occurred in covered employment.

The quarterly pattern of pay rolls in covered industries is somewhat different from the monthly pattern of employment described above. The differences in the two patterns are attributable largely to the fact that workers employed on a less than full-time basis as well as those working full time are included in the count of employment. As a result, the count of workers employed at any one time tends to fluctuate less than the aggregate earnings over the quarterly period. The fact that in most States 1938 figures for quarterly pay rolls show considerably greater fluctuations than those for employment would indicate that many covered workers were not fully employed.

Some States with comparatively little fluctuation in covered employment exhibited extreme variations in pay rolls; such variations were almost as sharp as the pay-roll variations in States with the maximum fluctuations in employment. Outstanding in this group of States were Connecticut, Indiana, and New Jersey. In general, the States with variations in employment ranging from 10 to 20 percent showed similar variations in pay rolls, although Delaware, Rhode Island, Vermont, and North Carolina had somewhat larger pay-roll fluctuations. Of the 7 States in which

¹⁰ For data on employment by months, see Employment Security Memorandum No. 6, op. cit., Pt. II.

monthly employment varied more than 20 percent, all except Michigan had somewhat smaller pay-roll fluctuations.

Employment fluctuations in manufacturing tend to be greater than those in all covered employment.¹¹ Only 16 States had fluctuations of 10 percent or less in manufacturing employment compared to 21 States (excludes New York in addition to the 5 States listed in footnote 9, p. 97) for all covered employment; and while only 8 States varied more than 20 percent from

the high month to the low for all covered employment, 11 had a variation of more than 20 percent in manufacturing. From a similar comparison of high to low quarterly pay rolls in manufacturing it is evident that in most States the fluctuation in pay rolls is greater than that in employment. Only 4 States show the same ratios for employment and pay rolls, and in 12 the variation in pay rolls is less than that in employment.

It is evident from these comparisons that States vary widely in the extent to which employment and pay rolls fluctuate during a 12-month period. Industrial diversification, the stability of the leading businesses during periods of seasonal and cyclical change, and the extent to which the State is subject to extremes of the seasons are factors having an important bearing on these fluctuations and on the operations of the employment security program.

¹¹ The opposite was true in 6 States. In the District of Columbia, Arizona, and Nevada, this fact may be explained by the comparative unimportance of manufacturing and in Minnesota and Florida by the seasonality of all covered employment. In North Carolina, trade (which had only 16 percent of the covered employment of the State while manufacturing had 65 percent) showed a variation from high to low month of 28 percent, and this extreme movement made the fluctuation for all covered employment greater than that for manufacturing. For a tabulation of the percentage ratios of low to high month of employment and low to high quarter of pay rolls for the manufacturing division, see Employment Security Memorandum No. 6, op. cit., Pt. I, p. 22.

Legislative Framework of Unemployment Compensation in 1939¹

UNEMPLOYMENT COMPENSATION assumed a major role in the 1939 legislative sessions, which for most States were the first since benefit payments began. Of the 47 legislatures which met during the year,² all considered amendments to their unemployment compensation laws and in all—except Arizona and the District of Columbia—amendments ranging from minor changes to complete revision of their existing statutes were approved. The most significant amendments adopted revised the benefit structure in 41 jurisdictions. The only States which changed their laws without modifying benefit provisions were Pennsylvania which merely enacted an amendment necessitated by the passage of the Railroad Unemployment Insurance Act; Georgia which amended coverage provisions only; New Jersey which revised provisions relating to contributions and passed amendments to accord with the Railroad Unemployment Insurance Act; and Ohio which set up a new administrative agency, added a further employment exclusion, and amended its law to conform with the railroad act.

Although there was a trend toward liberalizing certain provisions such as the waiting period,³ and a tendency toward increasing the severity of disqualifications, in general the amendments were designed primarily to simplify administration. Because of the interrelations of the various factors affecting the benefit formula and the varying wage and employment patterns among the States, evaluation of the actual effects of these changes in the benefit provisions, both on the benefit rights of covered workers and the cost to State funds, awaits experience and study.

Unemployment compensation in the United States is primarily a State responsibility. The Federal Government under the Social Security Act pays the administrative costs of the program and

allows a tax credit to employers in the State if the State law meets certain minimum requirements. These Federal requirements are designed to distinguish the unemployment compensation system from a relief measure, to safeguard finances and administration, and to prevent a breakdown of work standards. In this Federal-State system the fundamental elements of an unemployment compensation program—the groups to be protected and those to be excluded, the benefit rates, the duration of benefits, the conditions under which unemployed workers may receive benefits, and the administrative organization—are determined by the individual State.

Although there is considerable variation among the State laws on practically every phase of unemployment compensation, and the differences have been increased over the past year, in general the State unemployment compensation laws follow a similar pattern.

Not all types of work are covered. In about half the States employment for firms with less than eight workers is excluded, and domestic and agricultural service, employment in nonprofit institutions, self-employment, and certain other employments are in general exempt from coverage.

In all State unemployment compensation laws, a worker's benefit rights are dependent upon the earnings or the employment he has had in a past period of time, usually called the base period. In most States the base period is 4 or 8 quarters long, with a lag period of 1 or more quarters between the end of the base period and the time of initial determination of benefit rights.

Total unemployment is measured in units of a week, except in Texas where a 2-week period is used. Partial unemployment (usually defined as a week of less than full-time work in which the claimant earned less than his weekly benefit amount) is compensated in all except six States,⁴ and in Massachusetts such benefits will be paid beginning with October 1940.

Weekly benefits are based on the previous wages of the individual worker and usually

¹ The present summary does not include legislative changes subsequent to 1939. For a more recent and detailed analysis, see current issue of *Comparison of State Unemployment Compensation Laws* published by the Bureau of Employment Security. For official text and interpretation of these laws consult the statute, decisions, opinions of the attorney general, and rules and regulations of the State.

² All jurisdictions except Kentucky, Louisiana, Mississippi, and Virginia met in legislative session.

³ See pp. 145-148 for definitions.

⁴ Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania.

amount to about half his full-time weekly wage. However, in most States the benefit rate is based on an approximation of the full-time wage. In most such cases the worker's benefit rate is computed directly as a fraction (from $\frac{1}{10}$ to $\frac{1}{6}$) of his wages earned during the quarter of his base period in which his earnings were the highest. The annual wage is the basis for benefits in a few States.

Benefits are uniform in duration for all workers in some States, but in most the duration is related to an individual worker's past wages or employment, with the further limitation that total benefits shall not exceed a specified amount. The most common limit is 16 times the weekly benefit amount.

Eligibility requirements in all but a few States are expressed in terms of a minimum amount earned in covered employment during a stated period. In the majority of States the wage qualification is a multiple of the weekly benefit amount. In several States the wage qualification is in flat amounts, ranging from \$100 to \$300. In these States the higher-paid workers can, of course, qualify for benefits in a shorter period of time than can lower-paid workers.

All States require a waiting period beginning with the filing of an initial claim and ending with the first day of a claimant's first compensable week. During this waiting period the claimant must meet certain requirements in order to be eligible for compensation during later weeks of unemployment. This period serves the administrative purpose of allowing time in which to process a claim and eliminates payments to claimants unemployed for brief periods. Waiting-period requirements vary from State to State, but nearly half the States require a single waiting period of 2 weeks in a benefit year.

Workers discharged for misconduct, those voluntarily leaving their jobs without good cause, those unemployed because of a labor dispute, and those who refuse to accept suitable work, as well as other groups in some States, are subject to disqualification. In most States when workers are disqualified their benefit payments are postponed until a time (usually from 1 to 6 or 9 weeks after the event) when the worker's unemployment is considered as occasioned by inability to find a job rather than due to its original cause. However, in some States disqualifications take the form of penalties such as provisions for reduction

in benefit rights or denial of benefits throughout the spell of unemployment.

Coverage

About half the States have followed the coverage of the Federal Unemployment Tax Act⁵ which applies to firms which have employed eight or more workers on some day in 20 different weeks during a year. The other half have covered smaller firms. During 1939 there was little change in the coverage of the State unemployment compensation laws. Size-of-firm provisions were changed only in Illinois which extended its law to cover employers of six or more workers rather than eight or more. Six other States,⁶ all of which had covered employers of less than eight, changed their coverage provisions by basing them on the size of the employer's pay roll as well as the number of workers employed; eight States in all now use the two criteria. The new basis will further extend the unemployment compensation coverage in New Mexico and Utah⁷ and will reduce it slightly in Montana and Wyoming.⁸ The effect of such changes in Idaho and Nevada cannot be determined merely from the terms of the amendments.

Coverage has also been affected by new employment exclusions which vary considerably from State to State. While in the main they exclude small groups of workers such as employees of benevolent societies, civic groups, and students, large groups of workers were affected in Minnesota. In that State the law previously covered employment by an employer of one or more; such employment is now included only if within the limits of a city of 10,000 or more or if the employer is subject to the Federal Unemployment Tax Act.⁹ A somewhat similar exclusion was added in Wisconsin, where groups of municipal and county employees had previously been covered. The law as amended now excludes all such workers from compulsory coverage except those employed by the municipal government in cities of 150,000 or more.

⁵ Formerly title IX of the Social Security Act; employers in States with unemployment compensation laws approved by the Social Security Board may claim credit against the Federal tax—up to 90 percent of that tax—for contributions paid to State unemployment funds.

⁶ Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming.

⁷ By utilizing pay-roll bases which will obviously cover smaller firms than those covered previously.

⁸ The size-of-firm basis previously used was retained, and a requirement as to the size of the employer's pay roll was added.

⁹ A case contesting the constitutionality of this exclusion was dismissed by the State supreme court on jurisdictional grounds.

In addition, a definition of agricultural labor to correspond with that contained in the Federal Unemployment Tax Act will take effect in several States¹⁰ in 1940, thereby excluding many workers in occupations relating to agriculture who were formerly covered. On the other hand, many State laws which contained a provision automatically extending coverage to employment taxed under the Federal act have now included employees of national banks in accordance with the 1939 amendments to the Social Security Act and Internal Revenue Code.¹¹

Benefit Structure

During 1939 the base period was shortened in 34 jurisdictions¹² from 2 or more years to 1, making a total of 39 which utilize a 1-year base period. Of these 34 jurisdictions, 12¹³ adopted a uniform base period for all claimants. Thirty-five jurisdictions now use a single base period for determining qualifying earnings and benefit amount and duration. Twenty-four jurisdictions¹⁴ have adopted a benefit year which begins with the week in which a valid claim is first filed. On the other hand, except for North Carolina all 12 jurisdictions which adopted a uniform base period likewise established a uniform benefit year which begins at a prescribed date regardless of the date on which an individual claim is filed.

Shortening the base period and utilizing a single period to determine eligibility requirements and benefit duration and amount have not only eliminated the necessity for the redeterminations required under the extensible base period, but have reduced the amount of administrative work involved in processing records necessary for benefit determination. The new definitions of the benefit year eliminate the necessity for redeterminations often required by the old definitions. Previously, the determination of a worker's bene-

fit rights was made when he first filed a claim. If, however, he returned to employment before he began to draw benefits no benefit year was actually begun and a new determination was needed when he again became unemployed.

Before their 1939 amendments most of the State laws provided for determining weekly benefit amounts on one of two bases—the worker's most recent actual full-time weekly wage or, if such full-time weekly wage was not readily determinable, by an alternative mathematical formula. By the end of 1939, however, the number of jurisdictions which used alternatives of this character as a basis for computing the weekly benefit amount had dropped from 38 to 10, and the number basing the weekly benefit amount solely on a single mathematical formula which is intended to approximate full-time weekly wages had increased from 10 to 34. In 26 of the States¹⁵ which passed amendments during 1939, the weekly benefit amount is computed on the basis of a fraction of the individual's highest quarterly wage, on the theory that a quarter of highest earnings would approximate a period of full-time work. Eighteen States established a fraction higher than one-twenty-sixth of high-quarter earnings in order to compensate for some underemployment during the quarter. Of these 18, 8¹⁶ adopted one-twentieth; 1,¹⁷ one-twenty-third; 1,¹⁸ one-twenty-fourth; 4,¹⁹ one-twenty-fifth; and 4,²⁰ weighted schedules based on the highest quarterly wage. On the other hand, 4 States²¹ abandoned the principle of relating benefits to full-time weekly wages and instead established tables in which the weekly benefit amount is computed on the basis of annual wages.

There is little evidence of liberalization in provisions for maximum benefits, although significant changes made with respect to minimum benefits should provide more adequate payments to eligible unemployed workers. The typical weekly maximum, found in 42 laws, is still \$15. Only 6 jurisdictions increased their maximum weekly benefit

¹⁰ Alabama, Florida, Michigan, and Wisconsin.

¹¹ Public, No. 379, 76th Cong., 1st sess.

¹² Alabama, Alaska, Arkansas, California, Colorado, Connecticut, Delaware, Hawaii, Idaho, Kansas, Michigan, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Dakota, South Carolina, Tennessee, Texas, Vermont, Washington, Wyoming, and the 11 States listed in footnote below (not including New York).

¹³ Illinois, Maine, Maryland, Massachusetts, New Hampshire, New York, North Carolina, Oregon, Rhode Island, South Dakota, Utah, and West Virginia. The New York law had previously provided alternative use of either a calendar-year base or an individual base period consisting of the first 4 of the 5 quarters preceding a compensable week.

¹⁴ Alaska, Arkansas, California, Connecticut, Delaware, Florida, Hawaii, Idaho, Iowa, Kansas, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, South Carolina, Tennessee, Texas, Vermont, Washington, and Wyoming.

¹⁵ Alabama, Alaska, Arkansas, California, Connecticut, Delaware, Florida, Hawaii, Idaho, Illinois, Maryland, Massachusetts, Minnesota, Montana, Nevada, New Jersey, New Mexico, New York, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Utah, Washington, and Wyoming.

¹⁶ Alaska, California, Florida, Illinois, Nevada, Oregon, Washington, and Wyoming.

¹⁷ Utah.

¹⁸ Delaware, Hawaii, Minnesota, and Montana.

¹⁹ Connecticut, Idaho, Massachusetts, and Rhode Island.

²⁰ Maine, North Carolina, South Dakota, and West Virginia.

above \$15, 4²² raising it to \$16 and 2²³ to \$18. In all but 10 of the unemployment laws amended as to benefit structure during 1939, however, changes were made in the provisions relating to minimum benefits for total unemployment. These changes were in the direction of establishing flat minimum benefit amounts to eliminate writing small checks at relatively high administrative cost. Only 3 States which amended their laws during 1939 retained a variable minimum benefit amount according to which the lesser of a specified flat amount or three-fourths (or the whole) of the full-time weekly wage is determined to be the minimum.²⁴ At the beginning of the 1939 legislative sessions only 11 jurisdictions had flat minimum benefit amounts; by 1940 such minimums were established in 43. Eight jurisdictions²⁵ established a minimum of more than \$5, 15²⁶ provided a \$5 minimum and 11²⁷ adopted minimum benefit amounts ranging from \$1.50 to \$4. Previous to the 1939 legislative sessions, payments of less than \$5 for a week of total unemployment were possible under the laws of 43 jurisdictions; such payments are now possible in only 23.

<i>Minimum weekly benefit amount</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Flat minimum:	
\$1.50-\$4	¹ 15
\$5	18
\$6-\$10	10
Variable minimum	5
No minimum	3

¹ One State in the \$1.50-\$4 group and 2 in the \$5 group provide lower weekly benefit amounts, but do not make payments of less than a flat amount specified in the law.

Another administrative simplification is found in provisions for rounding the weekly benefit amount. Many States amended their laws to simplify check-writing by computing the weekly benefit amount at 50¢ or \$1 intervals.

Important among the interrelationships of various items in the structure of the benefit

²² Alaska, Illinois, Rhode Island, and Utah.

²³ California and Idaho.

²⁴ Iowa, Georgia, and Vermont.

²⁵ California, Illinois, Massachusetts, Michigan, Oregon, Rhode Island, Washington, and Wisconsin.

²⁶ Alaska, Colorado, Connecticut, Idaho, Kansas, Maryland, Minnesota, Montana, Nebraska, Nevada, New Hampshire, North Dakota, Texas, Utah, and Wyoming. The Kansas and Minnesota laws provide a \$5 minimum for the payment of benefits, but use a different minimum for the purpose of determining eligibility.

²⁷ Alabama, Arkansas, Florida, Maine, Missouri, New Mexico, North Carolina, South Carolina, South Dakota, Tennessee, and West Virginia. The Missouri law provides a \$2 minimum for the payment of benefits, but uses a different minimum for the purpose of determining eligibility.

formula is that of the base period and benefit duration, since most State laws contain a provision allowing maximum benefits equaling a multiple of the weekly benefit amount or a fraction of earnings in the base period, whichever is less. A reduction in the length of the base period, therefore, if not accompanied by a corresponding increase in the ratio of benefits to previous earnings will usually have the effect of reducing duration. Although 12 States²⁸ doubled the ratio of benefits to wages earned in the base period to compensate for the reduction in length of the period, 5 States²⁹ increased the ratio from 1:6 to only 1:4, 2³⁰ to 1:5, and 1³¹ did not change the ratio at all.

When a limitation is imposed by ratio provisions duration is also limited by the maximum established in the law, ranging from 13 to 20 times the weekly benefit amount. No change in this overall maximum was made by any State which computes duration on the basis of a ratio of benefits to wages. Eight States joined Ohio in allowing all eligible claimants a uniform duration. In four of these States³² the change liberalizes benefits and also simplifies procedures, since there is no longer need for computing ratios. In the remaining four,³³ however, the uniform duration is connected with computations of the weekly benefit amount on the basis of annual wages and represents only a shift in emphasis; in these States workers may get benefits for a longer period, but in lower weekly amounts.

Three States³⁴ adopted weighted schedules to compute duration with the result that lower-paid workers get proportionately more in total benefits than the higher-paid workers, and in two of these States the duration was made longer. Wisconsin increased its ratio of benefits from 1 benefit week for 4 weeks of employment to 1 benefit week for 3 weeks of employment and also increased from 26 to 68 weeks the period after the end of a job during which employment in that job may be used as a basis for benefits.

One other type of change was made to simplify

²⁸ Alabama, Alaska, Arkansas, Colorado, Kansas, Minnesota, Nebraska, Nevada, New Mexico, North Dakota, Vermont, and Washington.

²⁹ Idaho, Illinois, Maryland, and Wyoming; Michigan also has this ratio if base-period earnings are more than \$800, but a somewhat higher ratio for smaller earnings.

³⁰ Texas and Utah.

³¹ Delaware.

³² Montana, New York, South Carolina, and Tennessee.

³³ Maine, North Carolina, South Dakota, and West Virginia.

³⁴ California, Connecticut, and Rhode Island.

the computation of duration. Before 1939 most States had set \$390 a quarter as the maximum wages which could be used in computing duration, hence total benefits were limited by quarterly wages as well as by total wages. Of the 23 jurisdictions which had such a limitation and which amended their duration provisions, only 5 retained the limitation on the amount of quarterly wages which may be credited.

<i>Duration of benefits</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Uniform duration:	
16 times weekly benefit amount-----	6
14 " " " " -----	2
13 " " " " -----	1
Variable duration:	
$\frac{1}{2}$ of wages earned in 1 year (or $\frac{1}{2}$ of wages earned in 2 years), but not more than—	
20 times weekly benefit amount-----	1
18 " " " " -----	2
16 " " " " -----	12
15 " " " " -----	2
14 " " " " -----	3
12 " " " " -----	2
$\frac{1}{4}$ of wages earned in 1 year (or $\frac{1}{4}$ of wages earned in 2 years), but not more than—	
17 times weekly benefit amount-----	1
16 " " " " -----	3
14 " " " " -----	1
13 " " " " -----	1
$\frac{1}{6}$ of wages earned in 1 year, but not more than 16 times weekly benefit amount-----	2
$\frac{1}{8}$ of wages earned in 1 year, but not more than—	
16 times weekly benefit amount-----	2
13 " " " " -----	1
16 percent of wages earned in 5 quarters, but not more than 15 times weekly benefit amount-----	1
Schedule weighted for lower-paid workers:	
With no other maximum-----	2
Not more than 13 times weekly benefit amount-----	1
1 week's benefits to 3 weeks of employment in specified past period-----	2

¹ 1 State provides a ratio of 30 percent instead of $\frac{1}{2}$.

² 1 State in each group provides a ratio of 16 percent instead of $\frac{1}{6}$ in 1 year, $\frac{1}{6}$ in 2 years.

Partial Unemployment

Two States³⁵ which previously had no provision to pay benefits for partial unemployment, adopted such provisions in 1939, leaving 5³⁶ jurisdictions which still do not cover this type of unemploy-

³⁵ Massachusetts and Nebraska.

³⁶ Mississippi, Montana, New Jersey, New York, and Pennsylvania. Massachusetts will begin to pay partial benefits in October 1940.

ment. Previously, in many States, a worker was considered totally unemployed and received his weekly benefit amount if he had no earnings from his regular job and his earnings from odd jobs did not amount to more than \$3. On the other hand, he was considered partially unemployed if his earnings in a week were less than a sum which was somewhat greater than his weekly benefit amount (usually \$2 or 20 percent more), and the benefit paid him was either the difference between his earnings and such a sum, or the difference between a fraction of his earnings (such as $\frac{1}{2}$) and his weekly benefit amount. As in total unemployment, earnings from odd jobs which amounted to \$3 or less were disregarded both in determining whether a worker was partially unemployed and in computing his benefit for a week of partial unemployment. Only 11 States whose legislatures passed amendments in 1939 retained formulas similar to that outlined.³⁷ By 1940, 17 States³⁸ had adopted a definition of unemployment which makes no legal distinction between partial and total unemployment but makes it possible for the State to differentiate types of unemployment by regulation and through procedures. All except one of the States which adopted a definition of unemployment specify that an individual is entitled to benefits for any week of less than full-time work if his earnings fall below his weekly benefit amount.³⁹ However, most of these States specify that the benefits paid for unemployment shall be computed by excluding from consideration the first \$2 or \$3 of earnings from any source and the benefit shall amount to the difference between the remainder of earnings and the weekly benefit amount. Eight other States, which did not adopt a definition of unemployment, revised their laws to achieve a somewhat similar result in their definition of partial unemployment and partial benefits.⁴⁰ By the end of the 1939 legislative sessions a total of 31 States compensated for partial unemployment when earnings fell below the weekly benefit amount. The other 14 States had provisions which differed in various ways.

³⁷ Arkansas, Delaware, Iowa, Kansas, Missouri, New Hampshire, North Carolina, Ohio, Oklahoma, Texas, and Vermont.

³⁸ Alaska, California, Delaware, Hawaii, Illinois, Maryland, Minnesota, Nebraska, Nevada, New Mexico, North Dakota, Oregon, South Carolina, South Dakota, Tennessee, Washington, and Wyoming.

³⁹ In Delaware a worker is considered unemployed when his week's wages fall below \$2 more than his weekly benefit amount.

⁴⁰ Alabama, Colorado, Florida, Idaho, Maine, Massachusetts, Rhode Island, and Utah.

In addition most States removed the distinction between odd-job earnings and earnings from regular employment as a basis for determining whether an individual is partially unemployed as well as for computing partial benefits. During 1938, 36 States excluded odd-job earnings; by the end of 1939 only 18 States—including several whose legislatures had not met during the year—had such a provision.

In a few instances there have been changes in the unit of time by which partial unemployment is measured. Texas now uses a 2-week period as the unit for measuring both total and partial unemployment, and West Virginia adopted a period consisting of a calendar quarter for partial unemployment. In addition, the administrative agency in Colorado is permitted by law to use a pay-period basis for partial unemployment, and in Indiana a pay period longer than a week is used in computing benefits for partial unemployment. On the other hand, in Michigan, where a monthly basis for partial unemployment was formerly used exclusively, the law was amended to allow the administrative agency discretion in computing on a weekly or monthly basis. In practice, most payments in that State are now computed on a weekly basis.

Eligibility

Two trends are evident in the amendments relating to the eligibility for benefits expressed in terms of wages earned in prior periods: The requirements were raised materially and there was a noticeable shift to the use of a flat earnings requirement from one related to the weekly benefit amount.

The amount of earnings required for eligibility was changed in 32 jurisdictions. At the beginning of 1939 no jurisdiction required qualifying wages of more than 24 times the weekly benefit amount. At the end of the year, 18⁴¹ had increased such requirements to 25–60 times the weekly benefit amount, with 30 the most common multiple adopted. In States in which the wage qualification is expressed as a multiple of the weekly benefit amount, eligibility of lower-paid workers has been restricted by two other factors: first,

the adoption of flat minimum weekly benefit amounts and second, additional requirements of a minimum amount of earnings in a quarter. Ten States which increased their wage qualifications at the same time raised their minimum benefits to at least \$5,⁴² thereby probably excluding some low-paid workers as well as workers with somewhat higher wages but with little employment. Two of these States and 4 others,⁴³ all with increased earnings requirements, do not pay benefits unless the worker has earned from \$37.50 to \$78 in a single quarter, as well as a specified multiple of the weekly benefit amount during the year. It is thus possible that workers with steady employment cannot qualify for benefits if their wage levels have been very low.

The number of States which require a flat amount of qualifying earnings increased from 6 to 15; the amounts required range from \$100 to \$300. It is impossible to determine without special study whether the use of a flat qualifying wage in a particular State represents a decrease or an increase in the strictness of the eligibility condition.

<i>Wage or employment qualifications</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Multiple of weekly benefit amount:	
16 times or less-----	13
24–30 times-----	16
More than 30 times-----	4
Flat requirement for any claimant:	
\$100–\$150-----	6
\$200 or more-----	9
Based on employment, instead of wages-----	3

Waiting-period provisions were amended by 34 jurisdictions. Of these, 24⁴⁴ adopted a single waiting period of 2 weeks within the benefit year, and 6⁴⁵ adopted 3 weeks within the benefit year. Inasmuch as the common requirement until 1939 was a waiting period of 2 weeks in the 13 preceding the week for which benefits were claimed—with a maximum either of 5 weeks in 65 or 3 additional weeks in the benefit year following—amendments of this character definitely reduced the waiting period and simplified administrative processes.

⁴¹ Alaska, Colorado, Idaho, Massachusetts, Maryland, Montana, Nebraska, North Dakota, Utah, and Wyoming.

⁴² Alabama, Idaho, Minnesota, New Mexico, South Carolina, and Wyoming.

⁴³ Alaska, California, Colorado, Delaware, Florida, Hawaii, Illinois, Iowa, Maine, Maryland, Massachusetts, Minnesota, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, Rhode Island, South Carolina, Tennessee, Utah, Washington, and Wyoming.

⁴⁴ Alabama, New York, Oregon, South Dakota, Vermont, and West Virginia.

⁴⁵ Alabama, Alaska, Colorado, Florida, Idaho, Maryland, Massachusetts, Minnesota, Montana, Nebraska, New Mexico, New York, North Dakota, South Carolina, Tennessee, Utah, Vermont, and Wyoming. Of these 18 States, Florida's provision requires earnings of 60 times the weekly benefit amount in a 2-year period, while all the other States require earnings in 4 quarters.

Furthermore, whereas before 1939 only 1 State counted a week of partial unemployment as equivalent to a week of total unemployment for waiting-period purposes, now 24 States count such weeks as equivalent.

Disqualifications

Disqualifications have been made more severe in most of the States which amended their laws in this respect. In addition to postponement of benefits, workers in nine States⁴⁶ which previously had no such provision now incur a reduction in their benefit rights for voluntary leaving, discharge for misconduct, or refusal of suitable work. New disqualifications have also been applied to married women, to workers who have been suspended for disciplinary reasons, to those who have falsified claims, and to certain other groups.

The disqualification for voluntary leaving without good cause was increased in 13 States,⁴⁷ including 4⁴⁸ which now refuse benefits for the duration of the resulting unemployment, 1⁴⁹ which cancels benefit rights earned from the employer whom the worker left, and 5⁵⁰ which authorize a reduction in benefit duration. The disqualification for discharge because of misconduct has been made more severe in 12 jurisdictions;⁵¹ 2 States⁵² extended disqualification for this cause to the entire period of unemployment, 7⁵³ reduced benefit duration in addition to the usual postponement of benefits, 1⁵⁴ canceled wage credits earned in the employ of the firm from which the worker was discharged, and 1⁵⁵ canceled all wage credits if the misconduct was unlawful or gross and willful. One State (Massachusetts), however, eliminated the disqualification for misconduct; Pennsylvania also has no such disqualification.

More severe disqualifications for refusal of suitable work were imposed by nine legislatures during 1939. Amendments in three States⁵⁶

deny benefits for the duration of the claimant's unemployment after such refusal; in five,⁵⁷ such amendments reduce the duration of benefits in addition to postponement, and in Wisconsin cancel all wage credits of workers who refuse suitable work without good cause and permit the unemployment compensation agency to postpone benefits for not more than 3 weeks even though there is good cause for the refusal.

Eight States in 1939 changed their provisions regarding labor disputes. Alaska and Tennessee limited the period of disqualification for this cause to 4 or 6 weeks. Five other States broadened the disqualification, four⁵⁸ by applying it to unemployment caused by a labor dispute in active progress, whether or not there has been a stoppage of work, and one (Oklahoma) to unemployment caused by a labor dispute, whether or not the dispute is still in progress.

Type of Fund

There was some shift in the type of fund established for State unemployment compensation programs. Four States⁵⁹ with pooled funds substituted a study of experience rating for provisions under which an experience rating system specified in the law was due to become effective in the near future. On the other hand, Hawaii and Massachusetts, which formerly had no provisions for experience rating, amended their laws to provide for rating employers, and North Carolina changed from a pooled fund without experience rating to an employer-reserve system with partial pooling. Vermont, which had formerly allowed employers to choose whether their contributions should be credited to an individual reserve account or to a pooled account, established reserve accounts for all employers, with a partial pool of 0.54 percent of wages. Indiana, which has always had an employer-reserve system with a partial pool, reduced the proportion of contributions to the pool from one-sixth to one-twentieth. Oregon changed from an employer-reserve fund with a partial pool to a pooled fund with experience rating.

Experience Rating

Until the 1939 legislative sessions, all the experience rating plans which had been adopted

⁴⁶ Florida, Iowa, Kansas, Maine, Nebraska, New Hampshire, South Carolina, South Dakota, and Texas.

⁴⁷ Florida, Hawaii, Iowa, Kansas, Maine, Massachusetts, Michigan, Minnesota, Missouri, South Carolina, South Dakota, Texas, and Vermont.

⁴⁸ Hawaii, Iowa, Massachusetts, and Minnesota.

⁴⁹ South Dakota.

⁵⁰ Florida, Kansas, Maine, Missouri, and South Carolina. In Florida and South Carolina the reduction is not mandatory.

⁵¹ Florida, Hawaii, Iowa, Kansas, Maine, Minnesota, Nebraska, New Hampshire, South Carolina, South Dakota, Texas, and Vermont.

⁵² Hawaii and Minnesota.

⁵³ Florida, Iowa, Kansas, Maine, New Hampshire, South Carolina, and Texas. In Florida and South Carolina the reduction is not mandatory.

⁵⁴ South Dakota.

⁵⁵ Nebraska.

⁵⁶ Iowa, Nebraska, and South Dakota.

⁵⁷ Florida, Kansas, Maine, South Carolina, and Texas. In Florida and South Carolina the reduction is not mandatory.

⁵⁸ Florida, Idaho, Oregon, and South Carolina.

⁵⁹ Alabama, Idaho, Montana, and Washington.

required that variations in contribution rates be calculated on the basis of benefits charged to employers' accounts. Although these plans differed in the detailed methods of charging, all provided that the actual benefit payments be charged against the accounts of the employer or employers for whom the individual previously worked. During 1939, in addition to numerous detailed changes which permitted simplification of the charging procedures, amendments were passed in six States⁶⁰ which call for measurement of employers' experience in terms of factors other than benefit payments.

Five States adopted a plan commonly known as the "Cliffe Plan," whereby a claimant's base-period wages are charged against the employers from whom such wages were earned at the time the worker receives his first⁶¹ benefit check. The amount of the charge does not reflect actual duration of benefits. Contribution rates are assigned

to employers by correlating the ratio of the total amount of charged base-period wages to the employer's annual pay roll with a State experience factor derived from the ratio of the total benefits paid during the year throughout the State to the total base-period wages charged to all employers during the year. In Delaware and Texas the rate structure is intended to replenish, each year, the approximate amount of benefits paid in the previous year, and in Illinois and Massachusetts the rate is also modified by the condition of the fund. The rate structure in Minnesota is devised to produce a given average annual yield which will vary from year to year according to the condition of the fund.

The compensable separations plan, adopted by Connecticut, provides that the employer is charged with the weekly benefit amount of each worker who was separated from him and received benefits without regard to the duration of such benefits. The contribution rates in this State are fixed to provide an average annual yield of a little more than 2 percent of covered pay rolls.

⁶⁰ Connecticut, Delaware, Illinois, Massachusetts, Minnesota, and Texas.

⁶¹ In Illinois such charges are made at the time of the second rather than the first payment.

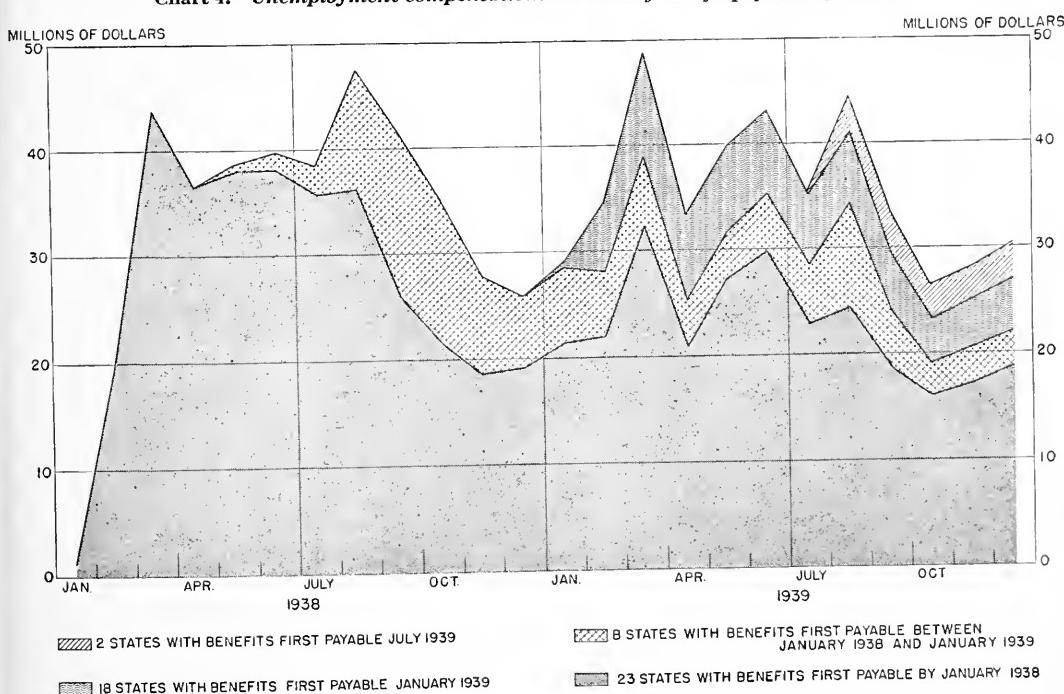
Unemployment Benefits, 1939

THE YEAR 1939 witnessed the initiation of benefit payments in 20 States which had paid no benefits in 1938, thus rounding out the unemployment compensation program in all States, the District of Columbia, Alaska, and Hawaii. The experience of States which had paid benefits throughout 1938 provided opportunities for States which initiated benefit payments in 1939 to modify legislation and procedures in advance of benefit operations. In addition, many of the States which had paid benefits in 1938 found it desirable to revise procedures in the interests of efficient operation. As a consequence, the benefit payment operations of State agencies represented a considerable improvement from an administrative standpoint over those of 1938. In several instances, the fact that legislatures were in session made it possible to modify certain aspects of the unemployment compensation legislation, and the agencies for the most part took advantage of this situation to effect desired

changes. In addition to these changes designed to expedite administration of unemployment compensation legislation, a few States liberalized their laws in order to make the unemployment insurance program in those areas more effective.

Nearly \$430 million in benefits was paid in 1939 under the laws of the 48 States, the District of Columbia, Alaska, and Hawaii (table 11). This amount represented a full calendar year of benefit operations for 49 jurisdictions, although in 18, which began benefit operations for the first time in January 1939, waiting-period requirements and administrative factors resulted in the payment of comparatively negligible amounts in the first month of the year. In Illinois and Montana, 1939 payments represent only 6 months of operation; benefits in these States were not payable until July and, as in other jurisdictions initiating benefit payments, only comparatively small amounts were disbursed in the first month.

Chart 4.—*Unemployment compensation: Amount of benefit payments, 1938-39*¹



■■■ 2 STATES WITH BENEFITS FIRST PAYABLE JULY 1939

■■■ 18 STATES WITH BENEFITS FIRST PAYABLE BETWEEN JANUARY 1938 AND JANUARY 1939

■■■ 23 STATES WITH BENEFITS FIRST PAYABLE BY JANUARY 1938

Comparisons of 1939 with 1938 data should take into account not only the beginning of benefit payments in additional jurisdictions and the limitations surrounding the first month of benefit operations in a State, but also the effect of the Railroad Unemployment Insurance Act and the effect of amended procedures and legislation on payments in individual States. On July 1, 1939, employees of interstate railroads and certain of their subsidiaries were transferred from coverage by State unemployment compensation programs to the railroad unemployment insurance system, a Federal program administered by the Railroad

Retirement Board. (See chart 3, p. 96, and table 4, p. 87, for data on the relative importance of interstate railroads in the industrial activities of the States.) The only unemployment benefits paid to these workers under State laws after the transfer were delayed payments compensating for unemployment occurring prior to July 1, 1939.

Subject to these main qualifications, comparisons between these years are significant. While total payments in 1939 represented an increase of \$33.4 million over 1938, for the 23 jurisdictions in which benefits were payable throughout both years

Table 5.—Unemployment compensation: Initial claims¹ received in local offices, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	29,764,758	1,238,064	687,777	656,440	1,062,674	823,488	841,018	978,015	2,708,954	2,666,386	680,767	701,413	819,762
Alabama	105,642	11,245	5,367	6,002	6,379	7,647	11,810	13,913	12,428	7,654	7,994	8,465	6,738
Alaska	4,063	1,068	222	535	290	172	181	46	239	223	461	362	264
Arizona	26,904	2,331	2,457	2,177	2,685	2,065	1,916	2,111	2,790	1,709	2,190	2,444	2,089
Arkansas	80,549	16,137	8,405	6,304	8,602	5,739	3,976	7,045	4,819	3,571	4,666	5,393	5,822
California	740,860	74,158	74,186	61,864	55,070	55,524	53,219	64,150	52,488	45,714	63,896	75,690	71,901
Colorado	70,578	20,139	5,365	7,304	6,113	9,973	3,852	3,878	3,417	3,244	3,571	3,762	4,960
Connecticut	154,055	19,805	9,709	9,712	16,657	14,079	8,025	17,466	11,539	9,194	9,786	11,912	16,171
Delaware	21,488	6,519	2,169	1,423	879	1,274	1,281	1,105	1,486	1,119	1,525	1,318	1,390
District of Columbia	23,293	3,875	2,437	1,895	1,428	1,530	1,510	1,564	1,596	1,560	1,734	2,037	2,132
Florida	116,528	14,338	8,347	5,577	8,295	11,943	11,943	17,210	10,844	6,193	6,575	6,290	8,969
Georgia	140,893	19,494	14,859	10,168	11,273	13,531	12,735	12,923	10,473	8,033	9,137	9,638	8,628
Hawaii ²	8,265	721	532	732	494	510	619	442	445	575	1,309	863	723
Idaho	30,602	5,355	3,051	3,637	2,234	1,623	1,409	1,476	1,385	1,102	1,834	2,835	4,661
Illinois ⁴	433,390	11,209	6,797	5,832	11,688	12,059	13,935	19,003	13,894	7,061	8,833	9,454	9,625
Indiana ³	129,392	11,209	6,797	5,832	11,688	12,059	13,935	127,085	70,274	59,926	59,472	66,117	70,516
Iowa	95,207	15,481	8,525	7,891	6,567	6,880	6,166	7,180	6,278	5,037	6,042	7,807	11,353
Kansas	73,051	19,513	7,639	6,663	6,460	4,768	3,716	3,809	4,199	3,471	3,821	4,258	4,734
Kentucky ³	142,930	30,221	15,374	13,388	41,844	49,942	6,834	5,531	4,360	3,382	3,489	4,024	5,541
Louisiana	132,917	16,794	10,029	9,208	12,888	9,406	9,684	11,660	11,163	9,829	10,396	10,537	11,323
Maine	104,037	12,758	8,522	12,296	14,005	10,582	8,365	7,176	5,083	5,055	5,979	7,224	6,962
Maryland ³	101,708	10,179	10,909	14,734	16,329	9,320	6,988	6,749	8,223	3,593	3,823	5,061	5,800
Massachusetts	515,332	42,099	30,683	36,484	49,079	51,718	48,572	40,367	41,070	38,790	41,454	44,695	49,421
Michigan	821,549	39,219	38,477	40,443	39,876	74,248	173,891	149,997	77,733	32,812	85,025	33,895	36,233
Minnesota	103,002	20,190	14,455	11,522	9,618	7,315	4,881	4,864	4,561	4,319	5,395	6,576	9,306
Mississippi	61,649	8,395	5,595	3,969	4,620	4,588	3,992	4,606	4,871	3,589	5,084	6,215	6,125
Missouri	198,670	41,740	15,838	11,228	16,473	13,832	13,436	14,786	12,638	10,923	16,305	15,848	15,623
Montana ⁴	18,072									4,153	1,938	2,105	2,507
Nebraska	45,341	14,740	4,414	5,445	3,644	2,532	2,198	1,830	1,676	1,363	2,146	2,323	3,030
Nevada	13,985	2,631	1,061	813	893	664	940	1,006	1,032	999	1,180	1,394	1,372
New Hampshire	39,301	2,682	2,101	3,445	3,527	3,607	1,724	5,760	3,074	3,342	3,392	3,297	3,349
New Jersey ⁵	375,775	98,630	27,453	24,448	27,103	24,378	23,988	20,896	15,637	14,311	26,450	25,965	43,516
New Mexico	36,097	3,083	2,014	2,412	2,733	3,094	3,610	3,779	3,406	2,771	3,167	2,977	3,041
New York	1,860,542	213,901	104,211	93,554	305,571	186,301	171,221	143,041	112,218	109,815	125,098	141,932	153,349
North Carolina	263,429	38,824	27,028	22,676	26,048	29,003	22,738	19,868	12,712	20,193	10,928	13,290	20,124
North Dakota	11,327	4,211	1,277	1,130	786	475	446	329	341	302	547	699	784
Ohio	361,644	119,213	26,494	21,835	40,843	29,846	25,485	18,227	16,476	14,075	14,179	16,444	17,922
Oklahoma	102,672	15,380	11,623	10,068	7,417	6,055	6,242	6,961	7,878	6,417	8,322	7,390	8,919
Oregon	125,202	9,905	6,074	8,092	8,303	10,041	10,146	10,490	8,241	7,599	9,832	10,849	25,630
Pennsylvania ³	648,631	46,938	52,350	57,294	113,729	69,670	63,295	58,635	46,206	32,726	25,089	29,738	63,298
Rhode Island	166,531	16,559	10,679	16,738	29,091	15,484	13,453	12,091	12,387	9,787	7,508	9,173	13,579
South Carolina ³	113,623	17,610	6,682	9,679	8,737	8,515	9,387	19,580	11,720	6,745	4,881	4,672	5,415
South Dakota	9,11,377	3,639	1,008	1,263	616	811	658	1,401	2,170	923	805	1,039	
Tennessee	120,412	15,127	8,128	8,275	13,804	8,789	6,688	16,390	6,606	6,238	7,813	9,954	9,602
Texas	275,806	37,280	25,412	20,330	22,711	21,952	20,060	21,284	22,078	17,598	21,044	23,643	22,184
Utah	48,453	7,453	4,605	4,903	5,260	3,537	4,694	3,940	2,534	2,091	2,256	2,907	3,994
Vermont	21,323	2,418	2,180	2,032	2,46	1,139	1,032	1,233	2,048	1,413	1,101	1,371	3,200
Virginia	125,860	13,708	10,635	11,295	12,121	23,986	9,195	8,263	6,968	5,265	6,853	7,534	10,047
Washington	138,753	49,274	16,100	12,793	13,289	7,592	5,295	4,917	4,787	4,248	5,383	6,939	7,933
West Virginia	207,440	16,295	12,521	13,143	48,982	19,682	8,486	47,233	19,014	4,836	5,873	5,301	6,073
Wisconsin ⁶	155,564	18,677	11,556	12,663	11,972	11,190	12,923	10,546	10,806	10,251	13,328	12,526	19,116
Wyoming	21,275	5,489	1,986	1,126	3,262	1,173	1,170	1,030	875	765	975	1,306	2,118

¹ See pp. 145-146 for definitions of claims.

² South Dakota agency suspended operations July 28-Sept. 26.

³ Excludes additional claims.

⁴ Benefits first payable July 1939.

⁵ Excludes additional claims for January-September.

⁶ Excludes claims for partial unemployment.

the amount paid during 1939 was, as a whole, 18 percent lower than for 1938 (table 15, p. 122). Disbursements were lower in all but 3¹ of these jurisdictions and 7² reported declines of 43 percent or more. In Michigan, in which benefits were first payable in July 1938, the total amount of payments in the 12 months of 1939 was less than the total for the latter half of 1938. Chart 4 indicates the trend in amount of benefit payments by months since January 1938. Data for the 23

¹ California, Louisiana, and Texas. The increase in each of these States is largely attributable to changes in the State laws.

² West Virginia, Wisconsin, Connecticut, Alabama, North Carolina, Maryland, and New Hampshire.

jurisdictions which have had 2 years or more of benefit-paying experience show March as the peak month for benefit payments in those jurisdictions for 1939; pronounced, but lower, peaks for the year were also reached in June and August.

About \$21 million or 5 percent of the total disbursements during the year represented compensation for partial and part-total unemployment.³ Several States did not participate in payments for either of these types of unemployment; Massachusetts, Montana, New Jersey, New York, and Pennsylvania did not compensate for partial or

³ See p. 147 for definitions and table 15, p. 122.

Table 6.—Unemployment compensation: Continued claims¹ received in local offices, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,56,533,762	3,436,2968	3,4,664,028	3,4,916,670	5,125,739	6,078,138	5,323,551	5,161,056	5,837,701	3,970,465	3,534,211	3,810,861	3,204,374
Alabama	913,536	82,797	76,316	79,810	74,754	88,160	85,932	87,462	89,941	71,970	58,718	60,390	57,346
Alaska	22,369	1,785	1,685	2,302	3,505	2,002	1,504	824	777	828	1,333	1,823	2,101
Arizona	181,572	16,754	16,926	17,040	16,183	16,751	15,506	14,175	16,162	12,234	13,229	13,505	14,507
Arkansas	443,327	24,492	46,024	55,955	44,408	45,207	41,108	37,913	35,883	28,330	25,315	27,639	33,053
California	4,918,809	464,441	472,310	536,378	426,248	430,568	350,253	345,938	350,153	297,031	332,328	421,057	477,018
Colorado	440,576	31,281	45,864	57,156	53,020	50,647	45,879	34,177	31,000	20,899	19,040	21,020	27,569
Connecticut	751,649	91,505	78,895	67,378	65,311	60,056	60,281	67,615	71,010	50,949	39,923	40,201	49,458
Delaware	102,240	2,953	12,578	13,511	9,140	9,299	9,223	7,956	8,794	7,948	7,227	6,384	7,297
District of Columbia	263,208	36,173	32,765	32,979	23,537	21,107	17,053	16,453	17,434	15,521	15,257	16,940	17,989
Florida	742,552	27,170	41,926	44,475	35,964	51,034	67,347	85,545	84,442	94,361	69,730	53,731	50,765
Georgia	788,965	24,123	67,052	81,305	67,250	80,207	78,783	77,903	86,899	65,826	54,938	54,833	53,717
Hawaii	34,318	69	770	1,616	3,054	3,369	2,653	2,951	2,903	4,663	5,176	5,243	5,243
Idaho	265,270	48,570	47,436	50,062	31,936	19,946	11,923	9,652	8,884	6,965	6,789	9,758	16,379
Illinois ⁴	1,971,662							290,187	426,516	378,304	317,098	318,635	311,803
Indiana	1,400,486	202,734	164,804	141,280	106,863	112,486	126,254	120,127	129,947	77,105	65,681	81,130	74,075
Iowa	813,025	139,330	123,076	117,610	75,632	61,152	55,320	47,424	42,215	36,063	32,531	46,509	46,509
Kansas	303,543	31,756	52,226	60,709	44,177	37,929	29,844	20,567	24,375	22,752	21,412	21,715	26,081
Kentucky	983,776	41,610	60,954	104,814	137,442	170,001	103,968	84,278	74,661	61,047	49,091	45,972	42,938
Louisiana	922,262	93,657	94,301	86,553	86,161	94,719	82,168	74,246	74,412	69,230	53,544	53,081	56,587
Maine	656,699	80,283	63,955	63,935	72,416	78,695	62,418	40,203	31,872	32,732	35,750	41,344	48,093
Maryland	994,212	145,733	117,620	93,247	85,478	93,520	82,408	77,867	81,172	56,787	48,227	53,659	58,194
Massachusetts	2,423,953	205,197	175,259	193,734	187,763	254,726	227,555	216,588	213,564	176,935	183,028	186,617	200,457
Michigan	2,992,103	285,269	232,110	224,049	173,537	195,437	242,215	335,133	550,970	243,386	185,303	185,655	135,126
Minnesota	1,019,275	111,469	140,215	175,727	115,966	79,844	60,156	51,650	53,216	51,688	48,488	53,713	77,143
Mississippi	326,868	54,545	47,034	38,886	24,846	26,934	24,393	23,304	26,204	19,239	19,669	25,794	32,013
Missouri	1,188,282	61,817	116,318	124,419	95,719	106,789	104,705	91,953	100,924	84,575	91,577	106,970	102,516
Montana ⁵	91,221							7,698	12,973	13,767	15,292	17,927	23,564
Nebraska	226,177	27,174	38,408	35,065	25,033	19,437	12,710	10,652	8,805	9,748	11,417	16,166	16,166
Nevada	73,145	2,147	7,202	8,392	7,194	7,517	6,574	5,361	5,077	4,882	6,280	7,151	7,151
New Hampshire	318,484	25,277	20,319	26,153	31,284	37,107	33,906	20,426	19,750	21,590	22,992	26,923	32,757
New Jersey	2,252,818	184,343	269,380	264,014	205,336	228,460	192,758	190,680	169,891	124,252	123,807	134,937	164,960
New Mexico	176,399	8,032	10,040	19,579	18,004	15,502	18,815	14,828	17,001	15,158	13,081	12,654	13,675
New York	7,208,000	(4)	(3)	(3)	836,381	188,579	101,602	926,534	749,722	516,774	562,441	621,017	661,620
North Carolina	1,281,183	162,537	158,558	130,790	107,491	126,994	130,482	121,163	93,188	73,477	70,179	52,986	62,338
North Dakota	83,239	8,982	13,725	13,969	10,364	7,722	5,301	4,308	3,431	2,789	3,492	4,063	5,093
Ohio	3,663,892	156,819	400,844	418,808	408,906	447,060	374,233	334,677	316,487	229,837	169,250	196,435	215,951
Oklahoma	624,136	75,903	80,667	85,519	62,905	51,064	42,808	35,574	37,214	33,909	36,593	38,411	43,264
Oregon	541,201	84,229	77,257	73,234	47,587	41,876	35,781	33,481	30,264	22,350	27,910	33,279	33,953
Pennsylvania	6,416,200	483,757	465,629	584,768	619,869	939,113	660,375	647,025	587,803	428,882	298,851	305,343	394,785
Rhode Island	869,288	65,337	70,813	76,378	80,432	87,068	91,578	83,173	86,271	78,220	50,589	40,383	56,046
South Carolina	652,598	80,624	54,608	68,030	52,849	57,504	78,528	69,795	60,290	36,604	29,082	31,459	33,225
South Dakota	477,426	6,832	10,939	13,893	9,565	7,078	6,036	4,028	(4)	814	8,218	4,106	5,917
Tennessee	1,015,103	121,673	95,741	97,556	88,531	107,791	104,317	78,665	80,531	65,583	64,751	65,197	74,767
Texas	1,171,799	200,103	192,013	178,489	66,491	72,350	65,734	66,862	68,028	62,550	59,105	61,919	75,155
Utah	225,889	23,291	29,501	26,512	23,839	20,016	15,987	14,195	16,963	12,754	11,597	11,852	14,352
Vermont	101,909	11,050	10,901	11,630	10,045	8,610	6,721	5,022	7,057	8,779	6,608	6,667	8,819
Virginia	793,764	66,679	68,377	80,675	72,969	89,254	88,485	71,246	66,132	49,846	42,919	45,452	51,427
Washington	796,019	20,819	86,927	93,000	95,222	94,458	66,334	57,252	56,206	44,291	43,634	59,517	78,299
West Virginia	856,882	78,348	76,709	83,175	84,048	142,511	94,078	90,789	71,058	47,580	31,324	26,573	30,659
Wisconsin	795,459	116,057	74,784	79,037	59,607	61,858	55,022	65,343	60,243	46,229	55,698	53,348	68,227
Wyoming	110,611	9,403	17,267	15,771	12,228	10,679	9,298	7,169	6,200	4,890	5,400	5,540	7,958

¹ See p.145-146 for definitions of claims.

² See footnotes 3 and 4.

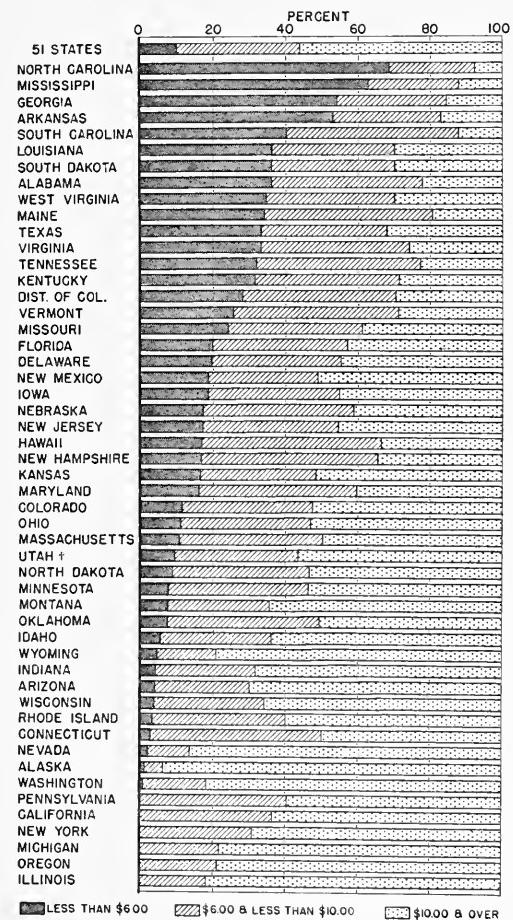
³ Data for January-March not reported by New York.

⁴ South Dakota agency suspended operations July 28-Sept. 26.

⁵ Benefits first payable July 1939.

part-total unemployment in 1939; Kentucky and Mississippi paid compensation only for total and part-total unemployment; and Nebraska began payments for partial and part-total unemployment in May 1939. Payments for partial and part-total unemployment were greatest in proportion to all payments in South Carolina, where 32 percent of all benefits paid compensated for these types; the next highest States were Alabama and Idaho, in which the corresponding percentages were 17 and 16, respectively.

Chart 5.—Unemployment compensation: Distribution of number of benefits for total unemployment by amount of benefit check, 51 States, October–December 1939



†Includes payments for part-total unemployment.

Number and Amount of Payments

The magnitude of the administrative task of paying benefits is illustrated by the figures on the number of benefit payments made by the State agencies (table 10). During 1939, 41.6 million checks were issued; monthly totals ranged from 2.6 million in October to 4.6 million in March.

One measure of the effectiveness of the unemployment insurance program is the size of the benefits paid to workers during periods of unemployment. Chart 5 indicates the amounts of benefit checks for total unemployment issued for October–December 1939. Although for the Nation as a whole only 10 percent of the weekly payments for total unemployment were under \$6, amounts in this range constituted a sizable proportion of the payments in several States, most of which were located in the South. Alaska, Nevada, Illinois, Washington, Oregon, Wyoming, and Michigan had the largest proportions of checks of \$10 or more.

Some indication of the number of workers who drew benefits during the year is furnished by the data on the number of individuals receiving benefits during the middle week of each month of the year. While the figure for a single week probably approximates the weekly average for the month, it necessarily understates the number of different workers who drew benefit checks during the month.⁴

For the 51 jurisdictions as a whole October was the low month of the year; the high months were March and June, in each of which there were more than 800,000 beneficiaries (table 12, p. 119). Eighteen States began payments in January; no payments could be made in those States until the waiting period had been served. Despite the fact that 2 States began to pay benefits in July, the number of recipients in the latter half of the year was lower, on the average, than in the first half. This reduction reflected a number of factors, chief of which were the exhaustion of benefit rights, improved employment conditions, and the discontinuance, with July, of benefit payments under

⁴ Partial evidence of this understatement is afforded by a comparison of these data with the number of compensable claims filed in the week of the month in which the largest number of such claims were received. The differences vary from 30,000 in February to 250,000 in May, when the number of compensable claims received in the high week exceeded a million. In June, July, and August, the variations were in the neighborhood of 200,000 or more. Beginning with 1940, reports from States will indicate the average number of workers receiving benefits, based on the average weeks of unemployment compensated in a month.

Table 7.—Unemployment compensation: New claims¹ disposed of on first determination, number allowed, and number disallowed by reason for disallowance, by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total disposi-tions	Allowed	Disallowed			
			Total	Insu-fi- cient wage credits	No wage record	Other
Total ²	6,606,238	5,334,787	1,221,451	3658,265	399,130	134,791
Alabama	79,014	65,387	13,627	10,123	1,673	1,831
Alaska	6,720	3,593	3,127	1,031	629	1,467
Arizona	21,020	17,236	3,784	2,969	575	240
Arkansas	61,363	45,128	16,235	8,271	7,964	0
California	476,988	394,523	82,465	50,336	28,218	3,911
Colorado	54,111	40,603	13,508	8,965	4,066	477
Connecticut ³	89,619	78,512	11,107	6,702	2,047	2,358
Delaware	19,706	15,003	4,708	2,546	1,974	183
District of Columbia	21,217	18,548	2,668	42,283	163	123
Florida	96,115	69,596	20,519	15,698	9,726	1,095
Georgia	106,016	80,349	25,667	14,349	10,530	786
Hawaii	7,726	5,829	1,897	1,806	3,190	1,764
Idaho	21,057	15,824	5,238	4,282	855	96
Illinois ⁴	318,917	259,320	59,597	30,411	27,829	1,357
Indiana	122,687	104,156	18,531	8,908	7,74	9,259
Iowa	81,340	59,662	21,678	11,650	6,424	3,604
Kansas	62,029	45,967	13,062	8,934	3,888	240
Kentucky	107,708	75,316	32,392	24,323	8,069	0
Louisiana	72,420	60,616	21,804	(⁵)	(⁵)	(⁵)
Maine	73,675	59,913	13,765	10,212	3,476	77
Maryland	87,793	68,126	19,657	12,507	4,295	2,855
Massachusetts ⁶	275,980	249,509	26,480	23,367	1,296	1,817
Michigan	344,521	286,029	58,492	37,942	19,559	501
Minnesota	148,876	88,870	15,066	13,381	574	51
Mississippi ⁷	42,915	33,823	9,092	5,200	2,213	1,679
Missouri	150,285	126,555	29,430	2,599	20,108	723
Montana ⁸	15,275	13,573	1,702	1,054	602	46
Nebraska	37,952	27,050	10,902	5,909	4,875	118
Nevada	11,186	8,263	2,898	1,813	1,080	0
New Hampshire	33,562	28,143	5,419	4,255	1,143	21
New Jersey	216,514	276,311	40,203	19,216	20,345	642
New Mexico	21,783	15,091	6,692	4,649	2,040	3
New York	1,003,183	786,674	216,500	119,035	93,012	4,462
North Carolina ⁹	126,910	92,086	34,824	15,283	13,450	6,091
North Dakota	10,983	8,176	2,807	1,357	1,278	172
Ohio	354,125	299,108	55,017	41,734	7,114	17,152
Oklahoma	95,187	72,271	22,916	8,314	11,601	3,601
Oregon	58,710	50,600	8,110	4,255	1,927	1,928
Pennsylvania	638,581	587,293	51,288	29,763	16,487	5,038
Rhode Island	96,755	92,846	3,909	1,614	1,036	160
South Carolina	99,170	80,717	18,453	15,798	2,346	309
South Dakota	8,323	6,369	1,954	1,385	559	10
Tennessee	91,820	73,739	18,081	9,155	5,719	3,207
Texas ¹⁰	169,130	119,087	50,043	22,439	23,355	4,246
Utah	26,472	22,298	4,174	3,080	3,459	140
Vermont	10,498	8,672	1,826	1,254	570	2
Virginia	93,728	81,566	12,162	8,145	3,755	259
Washington	129,408	93,567	35,841	16,266	16,304	3,271
West Virginia ²	138,455	78,364	60,091	10,425	2,396	47,270
Wisconsin ¹¹	95,192	88,273	6,919	(¹¹)	(¹¹)	(¹¹)
Wyoming	17,566	13,317	4,189	3,075	954	160

¹ See pp. 145-146 for definitions of claims.

² Data not reported for January by Connecticut and West Virginia; for January and February by Massachusetts and Texas; and for January-March by North Carolina.

³ In addition to exclusions noted in footnote 2, excludes Hawaii and Utah for January and Louisiana and Wisconsin for entire year.

⁴ Insufficient weeks of employment in base period.

⁵ Effective May 12, 1939, basis of eligibility changed from "weeks of employment" to "wages earned."

⁶ Benefits first payable July 1939.

⁷ Not reported.

⁸ Excludes 185 claims active at end of benefit year on which new determinations were made. Of these, 136 were allowed and 49 disallowed. Distribution by reason for disallowance not reported.

⁹ Effective July 1, 1939, basis of eligibility changed from "weeks of employment" to "wages earned."

¹⁰ Disposition of all initial claims for total and part-total unemployment.

¹¹ Provision of State law not comparable.

State unemployment compensation laws to railroad workers.

In chart 6 a separate curve is presented for the 30 States (New York excluded) in which benefits were payable before January 1939. January was the high month for this group of States and October was the low month. The 18 States which began payments in January reached their peak in March and then declined gradually to the October low.

It is estimated, on the basis of incomplete data on new claims authorized for payment (which represent first payments in the workers' benefit year), that between 4.8 million and 5 million workers received at least 1 benefit payment during 1939. On this basis about 1 of every 5 workers with wage credits received a benefit check during the year. Since an indeterminate number of workers earning wages in covered employment are not ordinarily attached to the covered labor force, the ratio tends to underestimate the extent to which the regularly attached members of the covered labor market benefited directly from the unemployment compensation program during 1939.

Claims for Benefits¹²

Local offices of State agencies received nearly 9.8 million initial claims during the calendar year. Table 5 shows the tendency of initial claims to increase in certain States in the first month of each quarter over the preceding month. To a considerable extent, this increase reflects the initiation of new benefit years as new wage credits became available; in some States certain other special factors, which, by design or coincidence, were introduced in the first month of the quarter, are reflected. In January the number of initial claims—more than 1.2 million—reached the peak for the year. In that month 18 States accepted claims for benefits for the first time and new benefit years began for many claimants in those States which had been receiving claims since January 1938. In April unusually large increases in Kentucky, Pennsylvania, and West Virginia were attributable to a considerable extent to the stoppage of work in the bituminous coal industry. In addition, uniform benefit years in 4 States—

¹² The unemployment benefits received by the insured worker result from a claim which he files at the public employment office. Not all claims are compensated; a placement may intervene and remove the worker from the unemployed register, and claims must be filed while the worker serves his waiting period. For definitions of types of claims, see pp. 145-146.

Tables 8.—*Unemployment compensation: Out-of-State initial claims received by liable States from agent States, 1939*

[Data reported by State agencies; corrected to Mar. 15, 1940]

Agent State

	Total	Mississippi	Missouri	Montana	Nevada	Nebraska	New Hampshire	New Jersey	New Mexico	North Carolina	Ohio	Oklahoma	Pennsylvania	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah	Vermont	Virginia	West Virginia	Wisconsin	Wyoming							
3,550	9,738	1,841	3,699	3,292	8,785	4,693	1,041	3,699	22,975	6,118	1,167	11,421	9,100	4,743	10,391	3,273	2,068	14,062	3,270	1,398	6,878	6,098	2,941	4,645							
407	58	2	7	4	10	49	7	180	142	0	166	38	3	57	3	550	257	2	94	7	35	2	21	9							
Alabama.....	0	6	10	23	23	109	1	157	61	3	65	226	75	27	4	3	0	132	4	36	7	1	1	40							
Alaska.....	1	116	26	67	29	0	30	290	53	1	16	1,852	1,601	403	127	22	190	427	1,067	13	0	33	67	7	26						
Arizona.....	49	747	343	2,031	1,410	64	482	630	2,502	73	140	991	1,852	1,201	1,601	15	1	36	2,017	1,339	20	89	1,673	46	47						
Arkansas.....	13	309	67	374	121	0	18	403	126	13	126	1,247	92	1	42	22	19	2,255	3	30	87	82	9	35	833						
California.....	1	6	0	2	6	0	244	0	341	0	1	47	9	2	0	344	2	7	1	5	0	50	32	2	6	0					
Connecticut.....	1	6	5	0	2	6	0	224	0	1	0	77	13	0	2	15	0	1	5	3	0	30	70	1	3	1					
Delaware.....	1	17	33	2	2	7	1	6	156	3	246	455	5	87	16	15	180	2	87	16	41	20	16	3	1						
District of Columbia.....	76	80	2	23	6	111	77	12	2,165	328	3	434	25	11	295	138	154	0	228	126	10	43	100	48	71	7					
Florida.....	95	42	1	5	1	11	67	8	258	533	0	158	19	7	59	10	456	0	548	119	2	7	12	7	1	1					
Georgia.....	0	36	211	90	246	3	114	17	6	121	20	188	37	3	1,666	533	19	116	23	275	3	19	3	0	0	0	1	0			
Hawaii.....	172	1	130	5	23	12	1	12	1	121	20	188	37	3	1,666	533	19	116	23	275	3	19	3	0	0	0	11	290			
Idaho.....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					
Illinois.....	42	203	5	23	12	1	12	1	121	20	188	37	3	1,666	533	19	116	23	275	3	19	3	0	0	0	11	222				
Indiana.....	25	1,25	15	351	40	1	16	13	81	4	31	95	66	57	27	1	4	21	322	55	0	8	73	1	224	159					
Iowa.....	65	180	3	29	11	9	1	62	14	153	81	5	212	29	9	99	6	115	228	5	56	14	354	1	131	29					
Kansas.....	877	104	1	8	7	1	71	57	0	345	8	0	111	0	12	23	11	24	11	24	5	86	15	0	3	6					
Kentucky.....	7	24	3	2	10	10	10	373	0	445	297	0	92	6	3	543	34	62	0	23	15	3	402	47	0	59	28				
Louisiana.....	40	167	18	29	10	11	13	19	11	104	0	421	84	18	24	23	13	9	198	84	8	12	53	48	27	3					
Maine.....	7	124	158	67	29	13	19	11	104	0	421	84	18	24	23	13	9	198	84	8	12	53	48	27	3						
Michigan.....	132	1	4	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1					
Minnesota.....	199	29	23	15	15	6	45	99	208	21	104	6	6	1	1	65	2	0	115	293	2	51	3	126	19	11	160				
Mississippi.....	0	23	25	18	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					
Missouri.....	4	229	16	45	10	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1					
Montana.....	1	5	0	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1					
Nebraska.....	5	29	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					
New Hampshire.....	5	29	1	0	4	29	5	1	2,551	154	0	133	3	6	1,394	101	32	0	27	57	4	16	154	9	16	34					
New Jersey.....	10	37	6	10	12	22	29	5	10	291	1	7	234	184	3	1,394	101	32	0	27	57	4	16	154	9	16	34				
New Mexico.....	27	177	15	23	14	21	180	10	26	577	0	7	134	35	14	2,185	184	3	235	122	135	3	265	139	82	14	85				
New York.....	396	0	18	30	75	8	73	9	216	0	1	6	111	1	47	5	32	0	42	12	11	1	126	39	81	21	85				
North Carolina.....	242	570	21	136	44	5	10	189	9	216	0	1	6	111	1	47	5	32	0	42	12	11	1	126	39	81	21	85			
Ohio.....	24	131	3	81	13	13	17	17	734	0	1	132	32	1	104	65	9	106	184	8	125	109	70	109	157						
Oklahoma.....	47	630	15	111	52	1	15	147	59	0	108	23	5	169	98	41	141	98	32	20	79	3,741	41	10	7	73	6	29	151		
Pennsylvania.....	8	53	112	90	12	15	6	22	1,733	14	4,201	227	8	32	34	45	15	15	66	12	5	24	22	16	0	30	25	111			
Rhode Island.....	0	4	0	1	2	11	119	0	309	16	0	116	0	1	37	4	0	0	103	63	103	6	396	14	96	47	13				
South Carolina.....	16	10	2	0	2	5	0	2	1,438	0	25	0	2	47	6	0	0	46	12	3	13	0	0	0	0	0	0	0			
South Dakota.....	0	18	30	75	8	6	7	63	9	152	373	0	610	59	9	75	12	101	1	15	24	145	1	0	0	0	0	0	0		
Tennessee.....	396	0	269	0	19	5	9	1,921	395	100	0	100	20	10	13	24	85	9	0	0	13	24	145	1	0	0	0	0	0	0	
Texas.....	242	20	73	30	722	0	5	138	50	2	10	13	23	8	0	9	16	0	0	0	13	24	145	1	0	0	0	0	0	0	
Utah.....	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vermont.....	2	18	0	340	91	3	34	43	138	11	127	95	11	7	1,499	28	5	1	77	85	121	0	1	791	8	7	66	21	24	18	
Virginia.....	8	104	340	91	3	9	2	1,921	91	21	71	12	11	0	838	16	8	1,499	28	5	1	77	85	121	0	1	791	8	7	66	
West Virginia.....	5	49	2	12	41	13	9	2	75	3	75	0	18	9	14	7	1,499	28	5	1	77	85	121	0	1	791	8	7	66		
Wisconsin.....	12	34	88	140	19	10	1	7	26	14	0	18	9	32	24	14	1	26	4	27	126	1	1	36	2	2	2	2	2	2	
Wyoming.....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

¹ See p. 145-146 for definitions.² District of Columbia accepts no out-of-State claims as liable State.³ Benefits first payable July 1939.⁴ Began accepting out-of-State claims as liable State, July 15, 1939.

Maine, New York, Rhode Island, and West Virginia—ended on March 31 and contributed to the increase. The initiation of benefit payments in Illinois and Montana was chiefly responsible for the rise in July, when initial claims received in local offices totaled 978,000. Although Michigan initiated its second year of benefit operations in July, it permitted the filing of initial claims in June in order to level off its processing load. This change in procedures resulted in a marked rise in

claims receipts for June in Michigan. The highest level in June in that State was generally maintained in July because of a seasonal curtailment of employment in the automobile industry. The 566,000 initial claims received in September for the country as a whole marked the low for the year. Successive increases were registered during the fall months as seasonal unemployment began to develop in industries such as canning and construction. The sharp increase in December was

Table 9.—Unemployment compensation: New claims authorized, by States and by months, 1939, and estimated number of workers with wage credits, June 1939¹

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Estimated number of workers with wage credits, June 1939	New claims authorized													
		Total	January	February	March	April	May	June	July	August	September	October			
Total.....	27,980,000	2 ³ 4,343,087	2 ³ 302,182	2 ⁴ 485,266	2 ⁴ 462,039	2 ⁴ 304,813	2 ⁵ 501,870	2 ⁴ 341,327	2 ³ 337,363	2 ³ 452,556	2 ³ 301,372	263,190	281,635	309,474	
Alabama.....	325,000	50,652	3,028	3,518	4,061	3,672	5,829	4,745	5,706	6,463	4,883	2,522	3,220	3,005	
Alaska.....	23,000	2,820	262	280	325	384	628	148	110	66	91	1,192	1,192	1,026	
Arizona.....	78,000	14,436	1,141	1,385	1,293	1,314	1,201	1,087	1,512	1,184	1,019	986	1,028	1,026	
Arkansas ⁴	190,000	49,759	10,447	6,541	5,600	4,352	3,418	2,960	2,943	3,247	1,901	1,878	2,459	2,867	
California.....	1,700,000	363,096	26,335	28,677	56,157	28,420	28,745	31,571	22,187	28,802	19,100	19,772	37,777	35,413	
Colorado.....	206,000	35,199	4,824	6,400	3,772	4,274	3,365	3,442	1,887	1,664	1,146	1,375	1,526	1,002	
Connecticut.....	485,000	271,514	(2)	9,409	5,900	4,274	7,313	6,549	9,265	11,468	5,055	4,001	3,434	4,842	
Delaware.....	45,000	12,337	2,489	2,263	1,699	603	1,440	958	656	731	616	557	500	725	
District of Columbia.....	180,000	16,446	1,266	1,802	3,593	1,142	1,28	1,021	854	1,252	1,033	1,052	1,083	1,220	
Florida.....	255,000	53,981	0	3,769	4,044	2,327	3,065	5,864	5,896	10,724	6,939	4,767	3,276	3,310	
Georgia.....	400,000	50,298	3,249	9,647	9,243	3,988	4,740	4,848	4,355	4,880	4,036	3,176	3,378	3,758	
Hawaii.....	119,000	4,350	1	287	316	353	370	400	283	263	311	379	479	526	
Idaho.....	110,000	21,133	3,937	2,200	(1)	1,282	642	529	481	349	290	241	456	931	
Illinois ⁵	1,620,000	197,682							28,288	60,430	31,412	23,248	26,201	28,103	
Indiana.....	338,000	98,934	15,856	9,802	6,003	4,660	7,672	7,559	9,710	13,203	7,022	5,688	6,198	5,561	
Iowa.....	320,000	51,333	12,341	7,822	5,251	3,849	2,951	2,782	1,761	3,035	2,465	2,150	1,799	4,047	
Kansas.....	245,000	36,415	4,371	8,082	4,772	3,342	3,345	2,388	1,376	1,981	1,595	1,635	1,487	2,041	
Kentucky.....	380,000	65,447	200	12,215	11,130	14,253	7,249	5,149	4,998	4,489	2,834	1,958	1,930	2,042	
Louisiana.....	425,000	69,149	6,000	10,068	7,049	6,233	8,654	6,440	4,557	5,195	4,296	3,403	3,366	3,853	
Maine.....	190,000	43,778	1,824	3,253	3,722	5,272	8,316	5,078	2,823	2,121	2,136	2,410	2,867	3,956	
Maryland.....	475,000	55,935	7,065	9,543	6,874	3,979	7,189	5,719	3,608	4,937	2,665	2,006	2,334	3,016	
Massachusetts.....	1,450,000	2194,001	(2)	16,107	18,770	19,467	19,167	20,210	21,793	14,823	21,095	17,576	11,048	14,190	19,932
Michigan.....	1,300,000	296,176	15,992	15,845	18,270	10,157	12,648	15,811	54,253	67,512	24,265	10,578	11,596	9,075	
Minnesota.....	525,000	69,982	8,993	7,657	13,774	8,623	8,234	4,601	3,267	2,932	2,303	2,630	3,334	3,494	
Mississippi.....	150,000	26,204	3,347	3,892	2,494	1,264	1,868	1,794	1,745	1,860	1,485	1,603	2,101	2,021	
Missouri.....	650,000	89,473	1,635	21,215	12,205	7,231	7,308	8,748	5,886	6,832	4,320	3,757	5,439	4,897	
Montana ⁴	105,000	9,513							1,353	1,882	1,128	1,381	1,568	2,201	
Nebraska.....	145,000	20,741	3,723	4,937	3,353	2,014	1,173	951	732	671	575	676	760	1,176	
Nevada.....	36,000	6,613	585	1,071	841	531	505	334	330	361	381	326	413	635	
New Hampshire.....	125,000	23,177	1,280	1,482	1,602	2,180	2,526	2,848	1,427	1,493	1,794	1,873	2,410	2,262	
New Jersey.....	1,000,000	205,018	25,873	34,425	22,431	16,665	20,990	17,065	13,552	16,137	9,831	9,631	9,698	11,720	
New Mexico.....	70,000	11,760	1,548	1,652	1,407	827	777	1,314	902	782	662	582	641	666	
New York.....	4,000,000	2132,649	48,256	52,763	51,183	(2)	(2)	(2)	(2)	(2)	34,282	39,312	43,218	43,535	
North Carolina.....	700,000	249,718	(2)	(2)	(2)	6,183	8,469	8,585	6,748	5,290	3,660	3,526	2,752	4,505	
North Dakota.....	42,000	7,131	1,164	1,700	1,341	691	483	262	255	138	133	194	357	343	
Ohio.....	1,720,000	221,755	530	56,153	25,770	15,833	21,965	26,590	18,243	16,185	10,218	8,433	9,760	12,075	
Oklahoma.....	324,000	52,912	7,984	7,626	7,099	4,900	3,603	3,123	2,588	3,114	2,632	3,297	3,439	3,507	
Oregon.....	225,000	44,433	5,038	7,309	8,265	3,507	3,857	2,997	2,659	2,467	1,592	1,831	2,409	2,506	
Pennsylvania.....	3,100,000	644,891	22,267	36,427	61,955	50,623	196,088	58,266	40,047	58,688	38,113	39,660	21,336	21,421	
Rhode Island.....	360,000	87,707	2,212	6,261	4,646	5,571	21,957	8,369	7,970	9,045	7,105	4,472	4,255	5,844	
South Carolina.....	292,000	49,232	3,050	5,118	7,192	5,610	3,542	4,708	4,827	2,905	4,791	2,843	2,403	2,243	
South Dakota.....	45,000	5,447	39	2,093	758	649	322	415	3,268	(2)	3,35	389	234	305	
Tennessee.....	450,000	57,739	4,668	5,190	6,023	3,024	5,763	7,969	4,677	5,355	4,057	3,562	3,463	3,935	
Texas.....	800,000	213,153	(2)	8,419	10,181	8,233	11,633	10,745	9,559	11,476	10,527	9,331	10,385	12,524	
Utah.....	90,000	20,371	1,587	2,902	2,001	1,858	1,277	1,878	3,672	1,661	741	732	948	1,383	
Vermont.....	70,000	7,357	842	933	882	731	721	462	4,744	602	476	361	436	361	
Virginia.....	450,000	64,130	5,274	6,893	7,256	6,520	9,152	7,554	5,265	1,254	3,493	3,142	4,121	4,205	
Washington.....	300,000	78,606	8,570	20,495	9,997	9,185	6,678	5,638	3,510	2,747	1,869	2,445	3,369	4,479	
West Virginia.....	350,000	56,311	2,843	6,188	6,798	1,605	12,068	10,119	4,212	3,788	2,733	2,863	1,280	1,514	
Wisconsin ⁴	500,000	132,621	18,822	10,183	11,921	11,745	10,496	9,832	11,087	9,291	9,095	8,121	9,934	12,144	
Wyoming.....	49,000	11,264	1,428	3,014	1,637	790	916	734	487	416	354	336	460	672	

¹ See pp. 145-147 for definitions.

² Data not reported for January by Connecticut, Massachusetts, and Texas; for March by Idaho; for January-March by North Carolina; and for April-August by New York.

³ South Dakota agency suspended operations July 28-Sept. 26.

⁴ Represents all initial claims authorized.

⁵ Benefits first payable July 1939.

attributable in part to the advance filing of claims in anticipation of new benefit years as well as to postholiday lay-offs.

In relation to the number of covered workers in each State (see table 9), initial claims filed in 1939 were distributed rather unevenly among the States. Ratios varied from 7 to 63 claims per 100 covered workers, with a ratio of less than 25 in Hawaii, the District of Columbia, Indiana, Montana, Alaska, Minnesota, Ohio, Pennsylvania, Maryland, and South Dakota and more than 50 in Michigan, West Virginia, Rhode Island, Oregon, Maine, Utah, and New Mexico.

Improved employment conditions during 1939

are effectively illustrated by the fact that in 1939 the number of initial claims received was only 2 percent greater than the total received in 1938—despite the acceptance of claims in 1939 by 49 jurisdictions during the entire year as contrasted with acceptance of claims throughout 1938 by only 23 (table 15, p. 122). Data for these years are comparable for 20 States;⁶ for these States as a group the total volume of initial claims filed in 1939 was 27 percent less than in 1938; that percentage, however, was considerably influenced by

⁶ Alabama, Arizona, California, Connecticut, District of Columbia, Louisiana, Massachusetts, Minnesota, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, and West Virginia.

Table 10.—Unemployment compensation: Total number of benefit payments, by States and by months, 1939¹
[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	2,341,554,089	2,795,008	3,424,482	4,596,196	3,211,875	3,985,850	4,304,427	3,444,201	3,44,170,526	3,229,051	2,612,649	2,766,338	2,970,406
Alabama	626,516	61,741	49,823	59,749	48,540	62,573	51,999	56,200	62,527	55,416	40,166	36,549	41,224
Alaska	24,384	262	1,707	3,737	3,272	3,889	2,434	1,407	1,267	1,069	1,154	1,519	2,326
Arizona	135,375	11,828	12,134	14,174	12,728	12,820	11,739	11,311	12,177	10,525	9,182	9,450	10,294
Arkansas	200,712	2,822	25,145	36,294	29,330	33,214	30,106	27,494	27,063	21,005	19,016	18,169	21,053
California	3,807,296	278,600	293,917	448,254	345,125	326,012	374,288	266,292	316,363	233,479	227,035	361,350	341,672
Colorado	334,756	824	31,557	49,244	40,756	44,063	37,761	31,713	25,360	16,758	15,616	17,024	23,080
Connecticut	532,699	46,464	64,701	60,020	40,517	48,960	52,410	21,170	56,322	48,788	34,532	28,552	30,362
Delaware	88,447	2,487	12,701	13,462	8,395	6,994	7,264	6,606	7,170	6,501	5,641	5,229	5,997
District of Columbia	175,027	18,503	18,527	21,504	16,007	14,163	13,131	12,220	12,105	12,239	11,160	11,547	12,621
Florida	431,306	0	12,427	23,239	18,198	22,446	30,693	38,572	68,658	84,438	58,799	39,510	34,296
Georgia	524,003	3,326	32,247	61,142	50,372	56,015	53,294	52,287	56,678	45,947	37,029	36,346	39,320
Hawaii	33,530	1	678	2,199	3,019	3,357	2,628	2,506	2,839	4,577	5,061	5,137	
Idaho	200,359	25,500	36,759	43,999	26,500	16,500	12,390	7,711	7,141	5,484	4,263	5,234	8,887
Illinois ⁴	1,433,002							25,288	264,247	334,670	265,783	264,612	272,404
Indiana	1,044,655	145,825	135,547	112,405	80,319	84,256	96,116	81,426	91,878	56,453	43,640	60,607	56,060
Iowa	601,397	92,723	93,991	96,406	57,988	43,815	49,696	34,787	32,344	30,796	20,632	20,201	28,018
Kansas	240,994	4,059	32,499	43,593	30,211	25,276	20,931	13,696	14,397	14,104	12,399	13,541	16,262
Kentucky	581,300	200	33,031	76,786	83,163	90,383	69,513	57,820	50,053	40,713	29,116	26,506	24,016
Louisiana	742,611	61,214	80,868	81,573	62,991	80,383	71,836	57,754	61,297	56,727	44,355	41,568	42,040
Maine	425,131	45,638	44,818	44,309	36,564	47,663	42,483	27,927	23,869	22,383	23,668	29,519	36,290
Maryland	642,567	74,324	72,285	63,900	47,200	62,100	60,800	50,700	57,300	46,800	33,394	35,195	38,669
Massachusetts	1,981,843	142,931	155,088	180,599	149,908	159,670	205,377	145,293	206,239	166,485	144,383	151,731	174,226
Michigan	2,741,752	282,335	207,422	222,932	148,216	173,265	225,699	252,714	536,847	281,227	139,564	145,458	125,773
Minnesota	694,555	81,131	71,923	113,331	68,173	70,839	51,748	35,648	40,863	34,039	34,574	34,319	54,967
Mississippi	258,816	35,792	35,259	35,431	18,314	21,188	20,286	17,093	15,930	17,114	14,964	12,668	15,576
Missouri	657,247	1,635	49,722	86,838	57,375	62,281	67,457	52,784	62,980	54,080	41,968	60,374	59,753
Montana ⁴	65,340							1,353	10,743	11,537	12,244	14,110	18,353
Nebraska	151,020	3,723	26,011	25,244	18,801	13,824	9,886	7,798	8,087	6,959	7,382	8,565	11,740
Nevada	64,226	555	5,290	7,204	6,500	7,669	6,346	4,765	4,748	4,692	4,360	5,320	6,656
New Hampshire	194,212	17,860	13,770	15,490	15,055	19,395	24,435	11,745	12,435	12,130	12,511	17,957	21,429
New Jersey	1,540,610	25,875	166,095	245,109	171,027	154,676	152,237	128,171	134,664	95,616	77,286	90,519	99,335
New Mexico	124,536	7,107	11,423	16,457	11,841	9,450	10,024	9,510	11,634	10,828	8,571	8,475	9,212
New York	6,204,881	262,135	433,527	700,265	229,381	700,893	906,282	600,274	565,326	405,828	415,058	436,294	469,618
North Carolina	771,346	90,356	83,133	76,654	51,169	53,625	83,634	78,185	71,885	53,533	41,059	32,988	36,562
North Dakota	55,769	1,164	7,624	11,305	8,051	8,489	4,772	3,469	2,895	1,952	2,029	3,469	3,550
Ohio	2,419,105	530	156,866	266,935	290,885	307,977	251,200	233,985	170,213	133,146	130,818	144,775	
Oklahoma	435,712	38,600	53,905	64,882	49,282	39,398	33,964	25,511	26,531	22,919	24,069	27,269	29,382
Oregon	368,056	44,984	47,069	57,248	42,432	29,027	28,055	23,157	23,410	16,429	15,890	18,245	22,101
Pennsylvania	4,931,958	449,843	289,100	491,705	464,434	622,394	677,755	426,034	538,424	366,777	252,126	216,760	236,606
Rhode Island	631,361	39,126	48,041	48,905	50,623	60,118	70,188	63,521	67,792	64,523	42,523	32,834	43,167
South Carolina	403,135	34,499	31,300	45,350	45,050	42,750	36,249	37,800	28,001	30,567	23,511	23,636	24,422
South Dakota	45,271	39	6,184	9,933	7,060	4,692	3,729	2,405	3,442	5,615	2,053	3,119	
Tennessee	662,967	60,968	53,131	62,815	44,953	55,952	65,829	56,201	63,509	53,578	46,169	47,797	49,065
Texas	839,663	116,760	109,691	133,949	55,841	61,226	56,364	50,768	55,086	50,997	45,413	46,552	57,046
Utah	165,230	16,503	21,692	20,631	15,437	15,685	12,104	9,575	14,509	10,953	9,206	8,571	10,414
Vermont	66,896	6,130	6,698	8,198	6,808	6,646	5,120	3,630	4,264	4,977	4,592	4,571	4,952
Virginia	611,771	51,366	55,162	68,737	53,518	65,113	73,191	54,285	53,617	38,901	32,158	30,151	34,972
Washington	562,519	8,570	74,874	88,304	65,487	63,503	45,604	36,598	36,668	27,578	28,585	36,972	50,503
West Virginia	496,569	36,708	43,815	56,674	10,811	35,714	88,208	68,616	56,501	37,269	25,545	18,900	18,808
Wisconsin	392,851	65,932	42,660	40,912	29,343	29,348	29,982	29,939	30,203	27,584	21,355	23,380	31,613
Wyoming	89,154	1,428	12,649	14,138	9,595	9,844	9,365	6,300	5,802	4,349	3,550	4,712	7,374

¹ Includes payments for total, partial, and part-total unemployment (see p. 147 for definitions); unadjusted for voided benefit checks.

² Includes 43,082 payments resulting from recalculation of weekly benefit amounts in Ohio undistributed by months.

³ South Dakota agency suspended operations July 28–Sept. 26.

⁴ Benefits first payable July 1939.

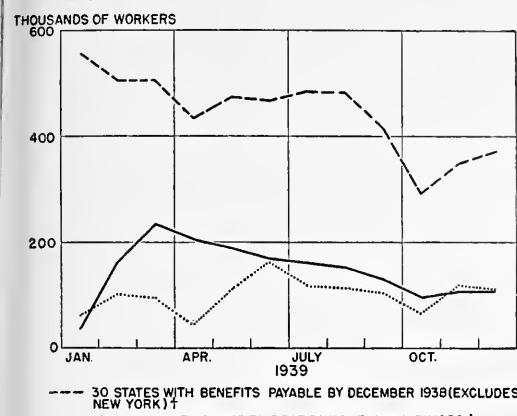
Table 11.—Unemployment compensation: Total amount of benefit payments, by States and by months, 1939¹

(Data reported by State agencies; corrected to Mar. 15, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$28,429,820,056	\$29,203,395	\$24,744,426	\$48,873,425	\$33,437,526	\$29,929,931	\$43,161,144	\$35,506,230	\$34,491,421	\$33,655,902	\$26,680,676	\$28,368,903	\$30,471,094
Alabama	4,261,367	408,945	321,560	388,567	328,458	428,844	361,523	389,755	431,969	397,949	291,109	263,020	234,529
Alaska	—	336,149	4,103	56,033	46,435	54,844	51,024	51,109	55,150	106,124	121,372	115,024	113,403
Arizona	1,326,523	131,931	25,387	131,827	141,545	127,401	121,037	126,364	116,906	106,913	103,973	113,073	115,033
Arkansas	1,816,588	16,588	151,227	227,758	196,323	168,926	160,526	158,634	121,103	115,931	115,931	115,931	115,931
California	2,765,604	2,627,604	4,361,058	4,749,922	3,777,939	2,749,463	3,272,411	2,682,925	2,405,111	3,725,444	3,102,123	3,102,123	3,102,123
Colorado	3,471,434	3,471,434	488,981	416,552	435,149	414,920	389,337	389,920	170,631	156,645	156,645	156,645	156,645
Connecticut	5,121,494	474,496	628,086	599,561	400,435	407,889	532,230	465,106	388,596	291,937	294,486	294,486	294,486
District of Columbia	21,231	97,639	60,946	61,796	66,046	68,406	61,496	53,406	53,406	53,406	53,406	53,406	53,406
Delaware	1,711,588	101,134	161,581	185,921	131,633	111,908	103,846	97,440	104,664	95,762	88,000	91,494	102,532
Florida	3,504,100	10	85,000	134,741	167,020	281,449	574,651	72,543	486,749	358,280	303,221	303,221	303,221
Georgia	2,170,673	20,398	184,887	340,435	299,547	321,294	323,284	363,348	318,488	23,747	23,747	23,747	23,747
Hawaii	—	282,641	5,881	13,557	19,308	20,505	23,821	23,821	25,712	32,604	41,763	41,763	41,763
Idaho	16,739,075	1,454,159	1,163,920	79,025	919,444	1,167,136	117,136	724,206	69,976	53,477	53,477	53,477	53,477
Illinois ⁴	10,651,730	804,052	803,061	810,058	485,183	478,407	448,046	321,457	574,651	574,651	574,651	574,651	574,651
Indiana	1,659,108	3,239,656	42,197	322,712	226,122	236,638	196,940	128,038	128,491	128,491	117,428	117,428	117,428
Iowa	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920	1,102,920
Kansas	5,259,232	42,197	322,712	226,122	236,638	196,940	128,038	128,491	128,491	128,491	128,491	128,491	128,491
Kentucky	4,889,622	5,332,997	615,973	654,973	610,308	659,356	478,555	401,053	401,053	387,898	387,898	387,898	387,898
Louisiana	5,332,987	513,973	355,247	352,641	352,641	352,641	442,504	408,899	442,504	442,504	366,452	366,452	366,452
Maine	3,644,464	765,210	765,210	765,210	765,210	765,210	765,210	765,210	765,210	765,210	181,973	181,973	181,973
Maryland	9,763,861	626,024	633,652	582,967	1,506,873	625,642	629,391	454,789	616,752	144,304	132,125	125,355	135,927
Massachusetts	19,694,108	1,617,810	1,630,553	1,586,148	1,535,507	1,525,717	2,059,931	3,161,129	1,630,025	1,630,025	1,630,025	1,630,025	1,630,025
Michigan	37,160,572	3,661,058	2,653,552	2,882,375	1,924,328	2,078,777	3,160,727	3,160,727	3,160,727	3,160,727	1,785,319	1,473,379	1,719,708
Minnesota	831,233	190,493	184,121	186,598	172,732	186,455	162,677	107,173	152,433	152,433	152,433	152,433	152,433
Mississippi	1,446,839	14,596	14,596	14,596	14,596	14,596	14,596	14,596	14,596	14,596	14,596	14,596	14,596
Missouri	6,464,683	765,210	402,584	716,494	483,488	610,347	539,258	437,410	520,584	15,885	15,885	15,885	15,885
Montana	223,657	338	10,889	69,664	98,700	72,838	47,683	32,682	27,730	15,185	15,185	15,185	15,185
Nebraska	4,945,835	3,777,937	386,837	639,003	2,597,348	2,760,564	2,961,727	2,369,694	2,255,556	1,602,382	1,299,457	1,211,115	1,347,879
Nevada	815,630	765,210	221,469	131,470	165,164	177,251	55,380	52,904	69,557	59,894	56,582	56,582	56,582
New Hampshire	1,652,880	137,634	7,686	115,029	136,753	131,107	158,066	195,731	89,122	99,259	97,038	93,572	103,755
New Jersey	14,910,924	1,613,400	2,653,552	2,882,375	1,924,328	2,078,777	3,160,727	3,160,727	3,160,727	3,160,727	154,655	154,655	154,655
New Mexico	1,295,364	67,246	110,525	160,483	111,511	146,720	97,810	90,718	101,138	101,138	110,597	110,597	110,597
New York	7,505,429	4,605,384	4,747,631	4,747,720	82,801	101,333	491,023	71,418	77,058	52,214	470,213	349,612	349,612
North Carolina	4,413,222	327,935	523,618	611,508	334,152	423,033	461,711	385,771	385,771	288,684	215,255	157,746	159,154
North Dakota	223,657	338	10,889	69,664	98,700	72,838	47,683	32,682	27,730	15,185	15,185	15,185	15,185
Oklahoma	4,945,835	3,777,937	386,837	639,003	2,597,348	2,760,564	2,961,727	2,369,694	2,255,556	1,602,382	1,299,457	1,211,115	1,347,879
Oregon	3,606,570	250,180	265,149	498,610	310,643	305,396	244,252	254,846	154,974	154,974	262,017	262,017	262,017
Pennsylvania	5,677,887	4,177,935	4,177,935	4,177,935	4,177,935	4,177,935	4,177,935	4,177,935	4,177,935	4,177,935	181,894	206,440	255,494
Rhode Island	3,070,490	4,166,416	4,222,439	3,070,490	4,166,416	4,177,935	4,177,935	4,177,935	4,177,935	4,177,935	2,330,487	2,330,487	2,330,487
South Carolina	1,666,116	186,116	186,116	186,116	151,638	237,907	217,941	205,409	196,444	196,444	142,333	142,333	142,333
Tennessee	3,941,181	10,634,496	3,941,181	3,941,181	327,935	400,924	305,552	305,552	151,519	151,519	145,450	145,450	145,450
Texas	10,664,253	1,064,575	1,064,575	1,064,575	1,173,639	1,173,671	457,769	397,483	397,483	397,483	348,957	348,957	348,957
Utah	1,696,253	1,696,253	1,696,253	1,696,253	205,710	198,885	195,860	186,906	186,906	186,906	120,053	120,053	120,053
Vermont	5,743,673	55,473	65,370	65,370	65,370	65,370	62,329	62,329	62,329	62,329	32,553	32,553	32,553
Virginia	4,483,047	377,362	393,515	487,540	382,111	475,540	545,618	402,323	411,614	305,497	288,928	229,770	209,716
Washington	6,152,809	106,673	878,893	975,902	662,688	678,893	495,585	495,585	495,585	495,585	442,943	442,943	442,943
West Virginia	3,460,994	220,112	414,336	531,243	98,151	260,815	678,445	525,532	309,617	295,822	442,943	442,943	442,943
Wisconsin	3,675,481	3,675,481	387,777	387,777	257,860	262,840	262,840	262,840	262,840	262,840	181,866	181,866	181,866
Wyoming	1,153,770	217,455	177,373	184,941	130,515	127,448	146,875	146,875	146,875	146,875	215,333	221,333	310,551

¹ Includes payments for total, partial, and part-total unemployment (see p. 147 for definitions); unadjusted for voided benefit checks.² Includes first-payout amounts in Ohio undistributed by months.³ South Dakota agency suspended operations July 28, 1939.⁴ Benefits first payable July 1939.

Chart 6.—Unemployment compensation: Workers receiving benefits during week ended nearest mid-month, 1939¹



— 30 STATES WITH BENEFITS PAYABLE BY DECEMBER 1938 (EXCLUDES NEW YORK)†

— 18 STATES WITH BENEFITS FIRST PAYABLE JANUARY 1939‡

····· NEW YORK

¹ See table 12, p. 119, for total of 51 jurisdictions.

[†]Data for January include estimates for States which did not report individuals receiving benefits in that month.

[‡]Data for January 1939 refer to a later week than that nearest the mid-month because no payments had been made by Jan. 15.

6 States⁷ which reported reductions in excess of 40 percent. California and West Virginia are the only States in which the volume of initial claims filed in 1939 was greater than in 1938.

More than 56.5 million continued claims were received by local offices during 1939, an increase of only 8 percent over the preceding year despite the fact that 20 States did not pay benefits in 1938.⁸ The monthly volume of receipts in 1939 ranged from 6 million in May to 3.5 million in October and, allowing for the usual lag, paralleled the trend of initial claim receipts. (See chart 7.) For the 17 States for which data for 1938 and 1939 are comparable, the number of continued claims received decreased 40 percent in 1939. Declines of 60 percent or more were noted for Connecticut, North Carolina, and West Virginia. Louisiana, in which continued claims were 20 percent higher than in 1938, was the only State in this group to show an increase.

For the Nation as a whole, the ratio of continued to initial claims filed in 1939 was 6 to 1. Among the States the ratio ranged from 4 to 1 in Michigan to 11 to 1 in the District of Columbia.⁹

⁷ Alabama, Connecticut, District of Columbia, Minnesota, New Hampshire, and Pennsylvania.

⁸ Does not include data for New York for period January–March 1939. Data on continued claims in New York were not reported until April 1939.

⁹ Comparable data are not available for all States, particularly since some States excluded additional claims in their count of initial claims.

Interstate Claims

The first indication of the possible scope of the interstate benefit payment plan was afforded by the reporting program in 1939. During the year approximately 324,000 initial out-of-State claims were received by participating agencies (table 8).¹⁰ Nine States¹¹—all important industrial areas—received claims as liable States from all other jurisdictions; 6¹² received claims as liable States from all but 1 of the other jurisdictions. In only 6¹³ jurisdictions were claims received from less than 40 others.

As might be expected, the majority of the out-of-State initial claims received by most jurisdictions were filed in neighboring States (chart 8). In New Hampshire, for example,

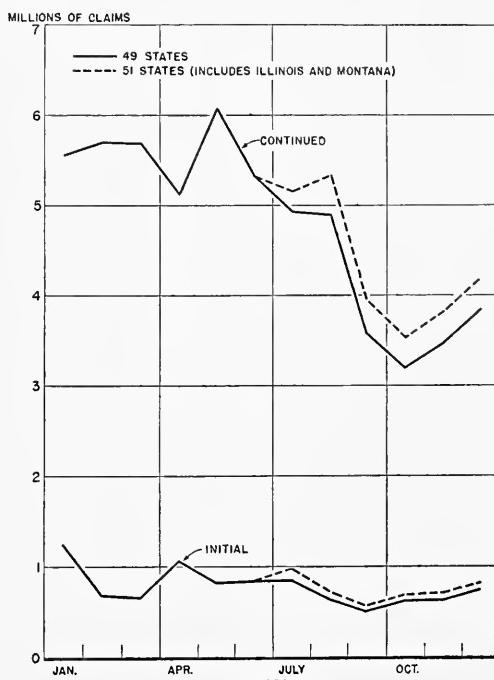
¹⁰ As of Dec. 31, 1939, all jurisdictions, with the exception of the District of Columbia which did not accept claims as a liable State, were fully participating in the plan.

¹¹ California, Illinois, Massachusetts, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.

¹² Colorado, Florida, Indiana, Missouri, New Jersey, and Texas.

¹³ Delaware, Hawaii, Maine, North Dakota, South Dakota, and Vermont.

Chart 7.—Unemployment compensation: Number of initial and continued claims received in local offices, 1939¹

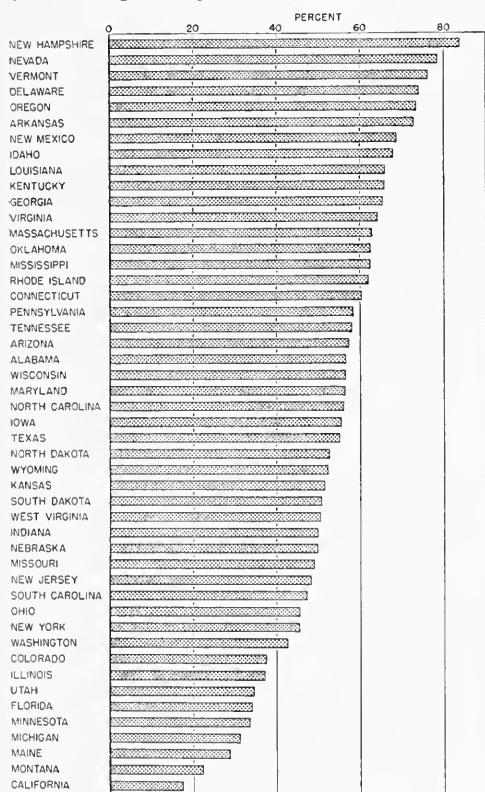


¹ See tables 5 and 6, pp. 108 and 109. New York continued claims, January–March, estimated.

more than 80 percent of initial out-of-State claims received were transmitted from bordering States and in 16 other jurisdictions more than 60 percent of all out-of-State claims received came from adjacent States. California received the smallest proportion of liable claims from contiguous States and relatively small proportions were received by Maine and Montana. The largest volumes of claims sent from one State to another were those forwarded by Pennsylvania to New York, Oklahoma to Texas, California to Arizona, Massachusetts to New Hampshire, Washington to Alaska, and by New York to Connecticut.

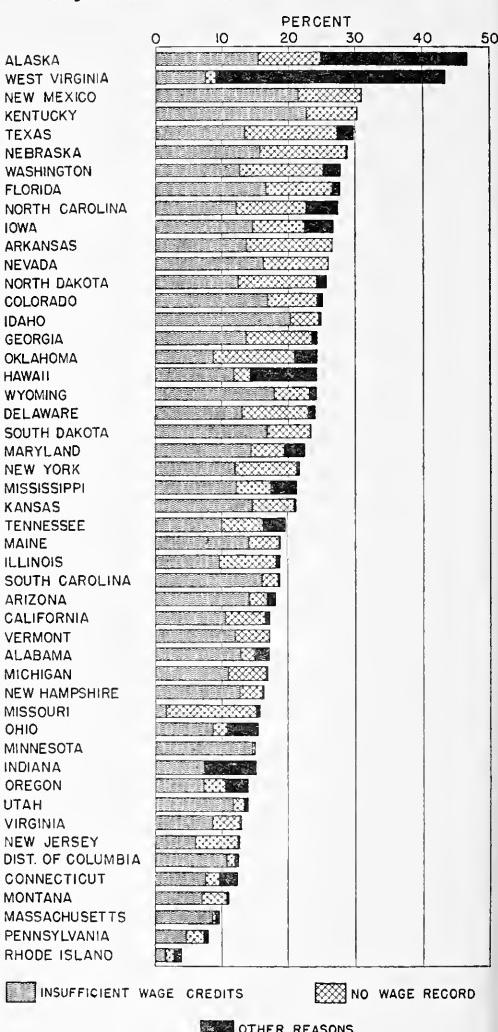
California accepted about 1½ times as many claims as agent State as it received as liable State.

Chart 8.—Unemployment compensation: Percentage of out-of-State initial claims received by liable States from contiguous agent States, 1939¹



¹ See table 8, p. 112.

Chart 9.—Unemployment compensation: Percentage of new claims disallowed on first determination, by reason for disallowance, 1939¹



¹ See table 7, p. 111.

Of the claims for which it acted as agent, approximately 8 percent were sent to Arizona, 7 percent to New York, and between 5 and 6 percent to Illinois, Missouri, Oklahoma, and Texas. California acted as chief agent not only for all contiguous States but also for Colorado, Hawaii, Illinois, Iowa, Minnesota, Missouri, Montana, Nebraska, and Utah.

Although a number of States accepted approximately the same number of claims as agent States as were received as liable States, marked differences in the relationship appear in data for others. Alaska, which received about 8½ times more claims for which it was liable than for which it acted as an agent, was outstanding among the jurisdictions which received an appreciably greater proportion of claims for which they were liable. Most of the claims received by Alaska originated in Washington—a State from which workers migrate into the

Territory for the duration of the fish-canning season and then return.

Disallowed Claims

Of the 6.6 million new claims filed during the calendar year, approximately one-fifth were disallowed on first determination, principally because the claimants had insufficient wage credits or covered employment during the base period. Among individual jurisdictions, Alaska and West Virginia disallowed more than 40 percent of new

Table 12.—Unemployment compensation: Workers receiving benefits during week ended nearest fifteenth of month, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Week ended nearest fifteenth of—											
	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	(1)	769,770	833,159	685,073	776,006	802,209	764,885	797,235	729,929	501,714	637,029	658,295
Alabama.....	17,307	11,701	9,679	8,046	12,096	11,327	12,651	12,773	11,593	8,443	8,734	9,886
Alaska.....	0	382	932	699	940	481	329	251	241	193	353	473
Arizona.....	2,767	2,639	2,837	2,985	2,943	2,639	2,623	2,452	2,592	1,958	2,549	2,263
Arkansas.....	0	6,327	6,196	6,679	6,112	6,670	5,977	5,696	4,920	3,649	3,894	4,787
California.....	63,742	71,776	85,702	81,851	75,725	72,219	62,121	59,868	54,225	53,888	73,694	77,365
Colorado.....	0	7,014	10,440	10,205	9,367	7,783	8,569	5,996	3,856	2,771	4,293	5,081
Connecticut.....	(1)	15,422	11,137	7,006	10,482	8,589	7,574	10,282	11,243	6,142	6,025	6,274
Delaware.....	0	3,202	2,930	2,024	1,548	1,429	1,590	1,145	1,465	1,204	1,159	1,302
District of Columbia.....	5,038	5,351	4,738	3,839	2,749	2,596	3,866	2,808	2,986	2,359	2,647	2,849
Florida.....	0	2,418	5,363	3,861	4,479	6,162	8,559	12,822	17,345	13,850	9,418	6,995
Georgia.....	0	7,782	12,029	11,813	12,064	11,115	11,438	11,865	10,620	6,522	7,699	8,141
Hawaii.....	0	181	304	521	661	780	616	311	518	987	1,167	1,177
Idaho.....	5,000	9,500	8,399	7,500	3,500	1,750	1,235	1,132	1,138	533	924	1,343
Illinois ¹	39,424	36,695	22,535	17,947	20,162	22,458	21,696	22,109	14,477	8,799	13,725	12,611
Indiana.....	19,296	21,317	19,491	12,479	8,487	10,078	8,102	6,620	5,907	3,624	4,314	5,830
Iowa.....	0	9,253	10,411	7,345	5,564	4,935	3,321	3,141	3,174	2,735	3,724	3,979
Kansas.....	0	8,809	16,215	18,108	19,423	14,166	12,883	10,597	9,223	6,416	4,856	4,594
Louisiana.....	13,716	18,940	16,632	14,806	15,637	15,961	13,321	13,086	12,892	9,668	8,970	10,086
Maine.....	8,300	11,630	7,590	6,990	8,663	8,917	7,308	4,802	5,293	5,036	6,335	8,478
Maryland.....	14,200	18,700	13,036	7,974	14,050	12,074	10,784	11,340	10,593	6,071	7,796	9,100
Massachusetts.....	(1)	31,000	26,833	29,116	30,734	29,622	30,963	32,312	27,327	33,463	33,502	33,502
Michigan.....	64,400	43,771	41,300	39,900	33,183	49,545	63,687	90,059	67,119	30,620	33,876	30,644
Minnesota.....	15,061	15,170	20,406	16,400	13,094	9,018	10,042	8,135	5,129	6,483	7,611	11,020
Mississippi.....	8,069	8,537	7,162	4,089	4,019	4,021	4,225	3,453	3,542	3,106	3,853	4,826
Missouri.....	0	10,948	16,769	12,386	13,760	13,359	10,311	12,586	12,470	7,707	12,388	13,120
Montana ¹	0	5,452	5,505	4,309	2,942	1,747	1,590	0	2,087	2,588	2,985	3,630
Nebraska.....	0	1,354	1,444	1,482	1,687	1,173	1,088	868	1,046	900	1,311	1,482
Nevada.....	5,153	3,333	3,250	3,615	3,796	5,006	3,197	2,657	3,012	2,233	4,480	5,077
New Jersey.....	(1)	37,160	52,746	39,417	32,013	30,442	27,581	24,812	20,875	13,711	21,968	18,935
New Mexico.....	1,486	2,766	3,357	2,762	2,191	1,722	2,251	2,209	2,447	1,564	1,790	2,127
New York.....	63,864	163,767	96,682	47,772	111,124	163,890	115,843	113,661	105,621	68,187	119,929	113,478
North Carolina.....	16,200	21,000	17,500	10,863	12,640	19,439	20,533	16,504	13,145	8,162	8,046	8,630
North Dakota.....	0	1,692	2,209	1,773	2,046	1,048	873	662	453	374	619	766
Ohio.....	0	34,935	66,632	66,418	62,210	56,632	55,629	52,078	39,246	26,284	25,436	25,670
Oklahoma.....	7,049	12,493	12,721	8,961	8,236	6,826	5,041	5,230	4,857	4,681	6,315	6,540
Oregon.....	6,051	7,016	8,489	8,524	5,241	5,088	3,977	2,819	3,074	3,084	4,074	4,391
Pennsylvania.....	(1)	49,092	71,865	75,880	116,279	88,751	114,868	99,292	76,780	50,094	57,430	62,355
Rhode Island.....	8,450	10,141	10,773	11,172	13,181	15,355	14,358	14,526	14,818	10,193	7,518	9,114
South Carolina.....	4,747	5,424	4,188	6,679	6,205	5,210	7,054	4,182	4,328	4,301	5,039	5,668
South Dakota.....	0	1,591	2,160	1,713	1,185	762	3,623	(1)	441	450	632	632
Tennessee.....	12,425	10,717	11,708	9,971	10,327	12,650	9,445	11,257	11,619	6,903	11,115	10,798
Texas.....	(1)	24,657	25,853	13,648	12,850	12,376	13,114	12,017	13,250	9,531	12,309	13,517
Utah.....	3,457	4,806	5,246	3,077	3,509	2,294	949	2,976	2,530	1,987	1,944	2,332
Vermont.....	1,365	1,449	1,631	1,377	1,414	1,053	735	757	1,138	770	1,096	1,062
Virginia.....	10,608	11,354	11,915	9,114	12,816	13,748	11,188	9,898	8,185	5,361	5,911	7,107
Washington.....	0	16,077	17,847	13,022	11,665	8,648	8,498	6,572	5,475	5,666	8,049	9,971
West Virginia.....	(1)	8,116	9,672	1,728	4,828	12,682	14,213	11,446	8,287	5,200	3,709	3,204
Wisconsin.....	13,610	9,483	7,544	6,065	5,804	5,967	6,038	6,136	5,982	3,993	5,028	6,344
Wyoming.....	0	2,802	3,066	2,162	2,375	2,006	1,716	1,297	1,107	755	1,056	1,688

¹ Data not reported for January by Connecticut, Massachusetts, New Jersey, Pennsylvania, Texas, and West Virginia.

² South Dakota agency suspended operations July 28-Sept. 26.

³ Benefits first payable July 1939.

claims on first determination; 13 other jurisdictions¹⁴ disallowed at least one-fourth of all new claims.

Insufficient wage credits was the reason given for disallowance of 55 percent of the total number of claims disallowed in 1939; 33 percent of the total were disallowed because the claimants had no record of covered employment by liable em-

ployers; and 11 percent for "other" reasons.¹⁵ For the 49 jurisdictions reporting, 10 percent of all new claims were disallowed on first determination because of insufficient wage credits. In Idaho, Kentucky, and New Mexico, at least 20 percent of all new claims were disallowed for this reason; 8 other States¹⁶ disallowed 15 percent or more. On the other hand, only 1.7 percent

¹⁴ Arkansas, Florida, Idaho, Iowa, Kentucky, Louisiana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Texas, and Washington.

¹⁵ Excludes data for Louisiana and Wisconsin, which did not report reasons for disallowance.

¹⁶ Alaska, Colorado, Florida, Nebraska, Nevada, South Carolina, South Dakota, and Wyoming.

Table 13.—Unemployment compensation: Beneficiaries exhausting wage credits,¹ by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	Februa-	March	April	May	June	July	August	Septem-	Octo-	Novem-	De-
	3,108,346	335,725	336,962	400,247	244,127	297,423	313,453	238,009	266,506	210,096	185,898	183,887	191,013
Total.....	3,108,346	335,725	336,962	400,247	244,127	297,423	313,453	238,009	266,506	210,096	185,898	183,887	191,013
Alabama.....	38,226	4,258	4,160	4,352	2,538	3,208	4,074	2,754	4,051	2,990	2,428	1,908	1,505
Alaska.....	826	0	19	16	47	199	138	55	96	47	63	56	90
Arizona.....	11,555	904	1,172	1,324	1,027	1,274	823	771	1,058	875	593	990	744
Arkansas.....	19,410	0	1,445	3,683	3,410	2,497	1,931	1,661	1,165	822	951	874	971
California.....	225,552	17,663	19,713	26,640	20,183	20,755	23,637	17,048	17,629	13,200	13,058	18,174	17,852
Colorado.....	15,658	0	151	1,608	1,426	2,679	2,391	1,957	1,643	1,072	773	816	1,140
Connecticut.....	43,183	2,875	5,885	6,305	3,258	5,367	5,547	1,056	1,897	3,238	3,714	2,053	1,985
Delaware.....	7,160	0	650	1,453	860	775	506	532	549	484	487	398	466
District of Columbia ¹	12,593	1,007	961	1,149	863	730	787	689	1,375	1,192	1,168	976	1,496
Florida.....	41,377	0	183	1,659	1,978	3,066	2,926	3,379	4,540	8,266	7,538	4,425	3,420
Georgia.....	38,302	0	664	3,567	3,457	5,105	6,049	3,861	3,918	3,433	2,650	2,902	2,726
Hawaii ¹	1,414	0	36	61	79	131	145	131	120	95	168	185	263
Idaho.....	10,319	421	1,277	2,354	1,440	1,597	829	491	306	207	306	207	328
Illinois ²	52,828	0	1	1	1	1	1	0	753	9,731	12,805	16,170	13,760
Indiana.....	10,085	11,023	10,599	6,173	5,226	5,202	4,260	3,970	3,902	2,308	2,399	2,760	2,032
Iowa.....	44,026	4,785	5,142	7,761	6,000	4,275	3,776	2,641	2,535	2,331	1,493	1,129	2,032
Kansas.....	21,354	0	1,235	3,793	3,464	2,676	1,249	1,100	1,421	921	1,322	1,333	1,333
Kentucky.....	26,290	0	8	746	804	6,044	4,370	3,680	3,386	1,997	2,219	1,521	1,615
Louisiana.....	39,551	504	2,057	4,127	2,920	3,472	5,303	4,386	4,364	4,166	3,011	2,608	2,573
Maine ¹	18,721	3,092	4,431	4,116	678	196	773	635	934	934	826	903	1,215
Maryland.....	46,982	6,588	7,919	7,301	3,890	3,802	3,330	2,651	2,750	2,432	2,145	2,032	2,142
Massachusetts.....	297,180	22,030	19,848	20,836	22,125	40,442	19,930	29,662	32,223	25,879	19,824	18,558	18,558
Michigan.....	147,188	25,381	16,935	20,304	13,545	14,651	14,422	10,235	7,214	5,303	7,441	6,503	5,254
Minnesota.....	48,250	4,579	4,448	9,652	7,903	6,356	3,757	1,784	1,988	1,868	1,836	1,861	2,218
Mississippi.....	18,271	2,057	2,442	3,324	1,241	1,339	1,195	727	1,117	1,170	712	812	1,135
Missouri.....	54,939	0	1,778	8,532	4,875	7,306	5,968	2,970	6,471	4,971	2,813	4,602	4,653
Montana ³	1,052	0	0	0	0	0	0	0	0	0	0	563	459
Nebraska.....	14,802	0	1,377	3,497	2,676	2,332	1,314	845	604	374	454	514	765
Nevada.....	3,070	0	121	660	157	145	465	307	252	221	209	219	314
New Hampshire.....	9,681	970	759	984	776	779	1,088	470	706	836	590	722	1,001
New Jersey.....	110,954	0	3,209	19,468	16,242	14,601	11,155	9,816	9,070	7,570	5,636	6,859	7,328
New Mexico.....	5,652	80	223	509	779	636	612	388	453	406	608	489	469
New York ¹	596,287	51,889	129,886	105,534	19,505	22,242	50,790	55,409	55,394	24,634	22,027	30,185	28,732
North Carolina ¹	218,446	(3)	(3)	(3)	2,347	3,222	1,451	2,046	1,938	2,364	1,937	1,706	1,435
North Dakota.....	4,661	0	188	1,374	1,041	653	358	198	199	130	117	205	198
Ohio ¹	75,940	0	0	0	0	18,098	12,998	8,137	10,357	7,776	8,349	5,137	5,386
Oklahoma.....	37,837	1,492	4,004	5,653	5,156	4,367	3,590	2,420	2,365	2,048	1,893	2,139	2,710
Oregon.....	29,383	3,051	2,772	4,267	3,850	2,397	1,988	1,881	1,800	1,474	1,276	2,125	2,502
Pennsylvania ⁴	447,132	46,415	44,446	45,846	41,791	53,556	53,001	38,728	39,911	27,156	20,363	17,278	18,641
Rhode Island.....	47,834	2,560	2,969	3,590	3,337	4,037	3,471	3,292	6,073	5,489	4,243	4,364	4,404
South Carolina ¹	19,413	2,170	2,015	2,187	2,281	2,036	1,701	1,642	1,836	1,029	743	853	920
South Dakota ¹	2,531	0	17	439	310	418	310	221	259	27	358	123	197
Tennessee ¹	38,112	3,773	4,032	5,486	3,250	3,952	3,642	1,918	2,926	2,215	2,030	2,542	2,346
Texas.....	96,098	0	8,321	10,340	8,953	18,081	8,331	7,773	7,693	7,205	6,253	5,790	7,353
Utah.....	11,686	947	2,091	2,049	1,217	1,643	998	221	259	336	634	575	666
Vermont.....	3,753	336	383	535	519	467	265	229	211	190	118	201	299
Virginia.....	40,301	3,404	2,510	5,155	4,219	3,740	3,842	4,245	4,252	2,788	2,258	1,903	1,955
Washington.....	53,229	0	2,466	8,642	7,582	10,398	6,490	4,219	3,333	1,773	1,829	2,436	4,056
West Virginia ¹	32,794	4,944	4,504	5,110	902	94	297	311	8,506	2,354	2,715	1,407	1,250
Wisconsin ⁴	51,900	6,859	6,467	5,933	3,935	3,669	3,771	3,318	3,466	3,284	2,669	3,407	5,122
Wyoming.....	6,510	0	620	2,192	152	861	544	475	356	298	232	302	478

¹ See definition, p. 147. Some workers exhausted credits more than once during the year.

² See footnotes 3 and 4.

³ Data for January–March not reported by North Carolina.

⁴ South Dakota agency suspended operations July 28–Sept. 26.

⁵ Represents beneficiaries exhausting maximum benefit rights, which are based on weeks of employment instead of wages earned in base period. Hawaii changed from weeks-of-employment basis to wages-earned basis effective May 12, 1939.

⁶ Benefits first payable July 1939.

⁷ Represents beneficiaries exhausting rights established after uniform duration became effective as well as those whose duration was determined under earlier provisions. Montana and Ohio have had uniform duration since benefits first became payable.

⁸ Beneficiaries exhausting wage credits as reported by local offices.

Table 14.—Unemployment compensation: Funds available for benefits at beginning and end of year, contributions and interest, benefits paid, and ratio of benefits to contributions and interest, by States, 1939¹[Data reported by State agencies,² corrected to Mar. 15, 1940]

[Amounts in thousands]

State	Month and year benefits first payable	Funds available for benefits, Jan. 1, 1939 ³	Contributions ⁴	Interest	Benefits paid ⁵	Funds available for benefits, Dec. 31, 1939 ³	Ratio (percent) of—		
							1939 bene- fits to 1939 contributions	Benefits to contributions since bene- fits first payable	Total bene- fits to cumu- lative contribu- tions and interest ⁶
Total		\$1,110,625	\$824,876	\$32,192	\$429,293	⁷ \$1,537,797	8 54.4	64.8	34.9
Alabama ⁸	Jan. 1938	7,403	8,497	234	4,285	11,849	50.4	82.7	51.2
Alaska	Jan. 1939	885	547	22	350	1,104	64.0	64.0	24.1
Arizona	Jan. 1938	1,937	2,154	54	1,519	2,626	70.5	86.9	56.6
Arkansas	Jan. 1939	5,309	3,434	150	1,816	7,077	52.9	52.9	20.4
California ⁹	Jan. 1938	107,636	77,326	3,145	38,546	149,561	49.8	44.6	29.4
Colorado	Jan. 1939	8,944	5,040	241	3,465	10,780	68.8	68.8	24.4
Connecticut	Jan. 1938	16,266	16,684	545	5,126	⁷ 27,771	30.7	58.8	38.0
Delaware	Jan. 1939	3,915	2,388	118	711	5,710	29.8	29.8	11.1
District of Columbia	Jan. 1938	10,732	6,763	328	1,423	16,450	21.0	23.6	15.8
Florida	Jan. 1939	9,871	6,486	295	3,503	13,149	54.0	54.0	21.0
Georgia	do	15,502	8,019	429	3,238	20,712	40.4	40.4	13.5
Hawaii	do	3,250	1,851	99	286	4,914	15.5	15.5	5.5
Idaho	Sept. 1938	3,211	2,001	65	2,193	3,084	109.6	100.9	45.3
Illinois	July 1939	117,040	68,132	3,755	16,783	173,044	⁸ 49.9	49.9	8.8
Indiana	Apr. 1938	22,856	20,900	688	10,217	34,227	48.9	81.6	43.7
Iowa	July 1938	11,446	8,187	296	5,224	14,705	63.8	64.4	34.7
Kansas	Jan. 1939	10,181	5,441	293	2,288	13,627	42.1	42.1	14.4
Kentucky ¹⁰	do	18,936	11,095	543	4,863	25,711	43.8	43.8	15.9
Louisiana ¹¹	Jan. 1938	12,805	9,808	341	5,934	17,020	60.5	53.1	36.9
Maine	do	2,456	4,094	65	3,027	3,588	73.9	104.2	67.8
Maryland	do	9,299	12,108	294	5,747	15,926	47.5	71.4	49.9
Massachusetts	do	51,730	37,766	1,526	19,651	71,371	52.0	63.4	39.6
Michigan	July 1938	37,723	45,157	1,041	37,114	46,807	82.2	130.8	62.2
Minnesota	Jan. 1938	16,127	14,285	458	7,598	23,272	53.2	59.8	40.4
Mississippi	Apr. 1938	3,347	2,208	86	1,444	4,197	65.4	71.4	40.5
Missouri	Jan. 1939	34,036	19,567	1,011	5,461	49,183	27.9	27.9	10.0
Montana	July 1939	4,772	2,746	145	765	6,896	⁸ 56.2	56.2	10.0
Nebraska	Jan. 1939	7,082	3,919	206	1,304	9,903	33.3	33.3	11.6
Nevada	do	1,528	947	40	815	1,700	86.1	86.1	32.4
New Hampshire	Jan. 1938	4,350	2,846	116	1,549	5,763	54.4	76.5	42.6
New Jersey ¹²	Jan. 1939	66,691	45,764	1,998	14,906	99,547	32.6	32.6	13.0
New Mexico	Dec. 1938	2,472	1,429	64	1,226	2,739	85.8	85.9	31.1
New York	Jan. 1938	138,959	116,235	3,799	80,019	178,974	68.8	69.3	48.3
North Carolina	do	11,195	11,147	343	4,395	18,290	39.4	60.3	40.8
North Dakota	Jan. 1939	1,897	987	51	545	2,390	55.2	55.2	18.6
Ohio	do	97,884	55,427	2,838	23,662	132,487	42.7	42.7	15.2
Oklahoma	Dec. 1938	13,202	5,587	330	4,241	14,878	75.9	70.2	22.5
Oregon	Jan. 1938	6,080	5,670	159	4,053	7,856	71.5	85.3	55.9
Pennsylvania	do	70,585	78,587	1,968	51,602	96,538	69.5	84.9	56.6
Rhode Island ¹³	do	6,960	8,171	196	5,746	9,581	70.3	92.0	61.1
South Carolina	July 1938	7,863	3,849	214	2,143	9,783	55.7	46.0	21.9
South Dakota	Jan. 1939	1,977	1,126	57	394	2,766	35.0	35.0	12.5
Tennessee	Jan. 1938	8,577	8,696	263	4,578	12,963	52.6	69.3	45.3
Texas	do	32,783	22,567	941	10,707	45,587	47.4	45.3	30.5
Utah	do	2,240	2,687	67	1,694	3,300	63.0	87.0	55.7
Vermont	do	2,042	1,526	57	574	3,051	37.6	47.5	31.4
Virginia	do	11,254	10,099	342	4,488	17,207	44.4	55.0	37.0
Washington	Jan. 1939	18,891	8,936	491	6,146	22,172	68.8	68.8	21.7
West Virginia	Jan. 1938	7,217	9,974	216	4,213	13,194	42.2	86.1	55.2
Wisconsin	July 1936	37,960	14,620	1,068	3,567	50,081	24.4	¹⁰ 42.0	23.2
Wyoming	Jan. 1939	2,401	1,396	61	1,154	2,704	82.7	82.7	29.0

¹ With transfer of coverage of interstate railroads to Railroad Retirement Board effective July 1, 1939, State agencies discontinued collection of contributions and payment of benefits with respect to employees of interstate railroads.² Except interest earned on funds in State accounts in the unemployment trust fund which is credited and reported by the U. S. Treasury in the last month of each quarter.³ Represents sum of balances in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.⁴ Includes contributions plus penalties and interest collected from employers during 1939. Figures adjusted for refunds of contributions and for disallowed contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia and Michigan, in which rate is 3 percent; in New York, rate is 3 percent for employers covered by State law but not covered by Federal unemployment tax; employers covered by the Federal tax pay 2.7 percent. Employee contributions are collected in 6 States (footnote 9).⁵ Adjusted for voided benefit checks.⁶ Ratios are comparable only among States initiating benefit payments at the same time, because cumulative contributions and interest include reserves accumulated before benefits became payable and reserves are related to the length of period of accumulation as well as to contribution rates during that period.⁷ Under provision of the Connecticut law, administrative grants equal to preliminary and "liquidating" amount to be withheld by Social Security Board, and State is permitted to withdraw from unemployment compensation funds amount necessary for administrative purposes up to the amount so withheld. As of Dec. 31, 1938, \$598,524 had been withheld.⁸ Figures for Illinois and Montana represent ratio of benefits to contributions since benefits first payable.⁹ Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and 1.5 percent in Rhode Island.¹⁰ Computed on basis of contributions and benefits charged since Jan. 1, 1938.

were disallowed in Missouri and Rhode Island for this reason and in Pennsylvania less than 5 percent. Many States disallowed a substantially greater proportion of new claims for this reason

in the second half of 1939 than in the first, since some of these States had amended their laws during the year, requiring higher qualifying wages as a condition of eligibility on claims filed after July 1.

Table 15.—Unemployment compensation: Claims and benefit payments, by States, 1938 and 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Month and year benefits first payable	Claims received in local offices				Amount of benefit payments ¹				Partial unemployment ²	
		Initial		Continued		All payments		Total unemployment			
		1938	1939	1938	1939	1938	1939	1938	1939	1938	1939
Total		9,565,271	9,764,758	45,796,606	45,533,762	\$390,400,428	\$429,820,056	\$363,330,075	\$401,478,677	\$14,000,460	\$20,971,096
Alabama	Jan. 1938	201,217	105,642	1,500,425	613,536	8,130,815	4,295,367	6,809,921	3,548,085	1,291,224	742,386
Alaska	Jan. 1939	—	4,063	—	22,369	—	346,149	—	6,327,633	—	12,115
Arizona	Jan. 1938	30,637	26,964	221,622	181,972	1,905,603	1,523,623	1,905,663	1,470,510	—	53,013
Arkansas	Jan. 1939	—	80,549	—	443,327	—	1,816,363	—	1,667,828	—	90,081
California	Jan. 1938	603,720	740,860	4,042,705	4,941,800	23,748,330	38,591,549	23,147,251	35,072,911	452,244	188,979
Colorado	Jan. 1939	—	70,578	—	440,576	—	3,471,434	—	3,154,902	—	313,281
Connecticut	Jan. 1938	354,735	154,055	1,900,743	751,640	12,258,902	5,121,494	6,793,802	4,779,401	847,610	324,006
Delaware	Jan. 1939	—	21,488	—	102,240	—	711,588	—	671,256	—	39,644
District of Columbia	Jan. 1938	43,991	23,298	395,020	263,208	1,673,208	1,436,715	1,570,429	1,333,028	102,779	65,431
Florida	Jan. 1939	—	116,528	—	742,552	—	3,504,100	—	3,061,893	—	217,356
Georgia	— do —	140,893	—	788,965	—	3,239,656	—	3,083,413	—	156,239	—
Hawaii	— do —	8,285	—	34,318	—	286,679	—	263,468	—	23,211	—
Idaho	Sept. 1938	18,995	30,602	77,710	265,270	366,362	2,170,252	366,129	1,823,862	233	346,367
Illinois	July 1939	—	453,390	—	1,971,663	—	16,797,058	—	14,310,738	—	2,250,824
Indiana	Apr. 1938	725,806	129,392	1,637,291	1,400,486	16,308,562	10,254,330	14,522,176	8,975,644	1,786,356	1,277,341
Iowa	July 1938	82,355	95,207	448,412	813,025	5,265,301	5,261,728	2,474,057	4,826,977	82,244	417,058
Kansas	Jan. 1939	—	73,051	—	393,643	—	2,285,238	—	2,037,040	—	250,892
Kentucky	— do —	142,930	—	983,776	—	4,866,622	—	4,798,598	—	39,446	—
Louisiana	Jan. 1938	134,365	132,917	769,543	922,262	4,007,349	5,939,987	1,953,665	5,357,592	2,022,945	392,088
Maine	— do —	126,102	104,037	* 818,375	656,694	4,524,554	3,044,164	3,719,741	2,574,090	804,813	435,673
Maryland	— do —	268,648	101,706	1,802,634	964,212	10,148,894	5,763,861	4,2,627,450	4,501,306	4,415,712	533,601
Massachusetts	— do —	626,965	615,332	2,512,694	2,423,863	22,277,990	19,694,108	19,621,556	27,227,990	(2)	(2)
Michigan	July 1938	654,142	821,849	3,509,362	2,662,103	36,997,306	37,160,575	36,997,306	34,140,030	(3)	3,020,844
Minnesota	Jan. 1938	179,603	103,002	1,278,538	1,046,275	8,199,519	7,601,237	6,963,019	6,963,019	335,116	—
Mississippi	Apr. 1938	67,639	61,649	394,649	362,863	1,416,037	1,446,683	1,416,037	1,419,491	(2)	21,663
Missouri	Jan. 1939	—	188,670	—	1,188,292	—	5,461,683	—	5,008,386	—	461,246
Montana	July 1939	—	18,072	—	91,221	—	765,210	—	765,002	—	(2)
Nebraska	Jan. 1939	—	46,341	—	226,177	—	1,304,517	—	1,281,474	—	22,840
Nevada	— do —	13,985	—	78,145	—	815,630	—	758,124	—	57,418	—
New Hampshire	Jan. 1939	117,042	39,300	559,135	313,484	2,733,925	1,552,880	2,420,395	1,331,936	311,842	219,644
New Jersey	Jan. 1938	* 375,775	—	2,252,818	—	14,910,924	—	14,880,114	—	(2)	(2)
New Mexico	Dec. 1938	4,394	36,097	1,017	176,399	9,210	1,226,364	8,969	1,131,304	241	94,999
New York	Jan. 1938	2,586,806	1,860,642	(4)	* 7,205,000	89,333,940	79,949,429	89,333,940	79,949,429	(2)	(2)
North Carolina	— do —	400,445	263,429	3,445,629	1,280,183	8,211,139	4,413,222	(4)	3,987,148	(2)	250,203
North Dakota	Jan. 1939	—	11,327	—	83,239	—	545,385	—	507,738	—	37,056
Ohio	— do —	361,044	—	3,665,592	—	23,687,438	—	20,621,427	—	1,457,990	—
Oklahoma	Dec. 1938	22,325	102,672	21,953	624,136	71,231	4,244,198	71,213	3,887,001	—	357,197
Oregon	Jan. 1938	188,320	125,202	* 761,813	541,201	5,920,891	4,072,595	5,416,335	3,655,602	504,556	410,307
Pennsylvania	— do —	* 1,090,431	648,631	9,229,875	6,446,200	71,627,819	54,675,767	71,627,819	52,615,321	(2)	(2)
Rhode Island	— do —	192,032	166,536	1,681,151	869,288	9,433,429	5,804,649	8,425,119	5,369,873	1,008,310	434,776
South Carolina	July 1938	34,410	* 113,623	203,546	652,598	595,194	2,146,168	364,823	1,455,399	230,371	689,813
South Dakota	Jan. 1939	—	11,377	—	77,426	—	394,181	—	363,665	—	29,921
Tennessee	Jan. 1938	194,246	120,412	1,906,484	1,045,103	6,145,553	4,581,561	5,938,876	4,231,141	206,707	329,503
Texas	— do —	316,759	275,806	1,803,291	1,171,799	9,422,572	10,664,495	8,930,340	9,792,295	492,232	859,923
Utah	— do —	58,633	48,453	302,289	225,880	2,463,058	1,694,253	2,406,960	11,656,357	56,098	11,39,895
Vermont	— do —	29,870	21,323	152,603	101,909	821,946	574,678	742,563	625,825	78,383	48,775
Virginia	— do —	149,046	125,860	* 535,773	793,764	5,639,763	4,493,047	4,783,665	4,125,020	856,098	265,713
Washington	Jan. 1939	—	135,753	—	796,019	—	6,152,809	—	5,592,904	—	559,906
West Virginia	Jan. 1938	187,947	207,440	2,141,257	856,882	12,066,581	4,220,112	10,190,939	3,891,562	1,875,642	303,441
Wisconsin	July 1938	330,585	* 155,664	1,400,863	9,524,359	1,675,481	13,8,955,200	3,369,956	13,639,159	300,499	—
Wyoming	Jan. 1939	—	21,275	—	110,611	—	1,153,770	—	964,704	—	170,319

¹ Unadjusted for voided benefit checks. For most States, figures for all payments include irregular payments undistributed by type of unemployment.

² Includes payments for part-total unemployment except where otherwise noted. Payments for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these States, only Mississippi provides for payments of less than the full weekly benefit amount for total unemployment, i.e., "part-total" unemployment. In Kentucky, which pays benefits for partial unemployment, the provision for benefits for partial unemployment not effective until January 1940. Provision for payment of benefits for partial and part-total unemployment in Michigan became effective January 1939, in Nebraska, May 1939.

³ Data not reported for January by California, Maine, and Oregon; for January–March by Massachusetts and Virginia; for May and June by Indiana; and for entire year by New York.

⁴ Data not reported for January–March by New York.

⁵ Data not reported for February–March by Connecticut; for February–July by Maryland; and for entire year by North Carolina.

⁶ Data not reported for January by Alaska, Nevada, and Texas; for January–March by North Carolina; and for January–May by Idaho.

⁷ Excludes additional claims.

⁸ Data for February, March, and April for total unemployment only.

⁹ Data for February and March for total unemployment only.

¹⁰ Excludes additional claims September–December in Maryland and January–September in New Jersey.

¹¹ Payments for part-total unemployment included with payments for total employment.

¹² Excludes claims for partial unemployment.

¹³ Payments for part-total unemployment included with payments for total unemployment.

¹⁴ Payments for partial unemployment included with payments for partial unemployment.

Another factor which may be reflected in the increased proportion of disallowances on grounds of insufficient wage credits during the second half of 1939 is that many new claims were filed during that period by workers who had been employed for short periods or in seasonal industries.

Complete lack of wage records in covered employment accounted for 6 percent of the disallowances made on first determination during the year. As with disallowances for insufficient wage credits, a larger proportion of claims were disallowed for this reason during the second half than during the first. In 10 of the States reporting,¹⁷ between 10 and 14 percent of the total claimants were denied benefits because they had no records of covered employment.

Among the reasons for disallowance grouped as "other" are conditions derived from coverage or disqualifying provisions of State laws, such as exclusion of seasonal employment, duplicate filing of claims, and, in a few States, discharge for misconduct, voluntary leaving, refusal of suitable work, or the like. Disallowances for these reasons amounted to 2 percent of the first determinations of new claims. Among individual jurisdictions, notably high proportions of 22 and 34 percent were reported by Alaska and West Virginia, respectively. In Alaska, the high proportion was accounted for by seasonal provisions which limit benefits to certain portions of the year for seasonal workers. The high proportion for West Virginia reflected denial of benefits to workers involved in the coal dispute in the spring of 1939 as well as determinations on new claims for partial unemployment. Claims for partial unemployment are payable in that State on a quarterly basis and are disallowed when claimants earn more than the limit provided by the State law. Hawaii and Indiana were the only other jurisdictions in which disallowances for "other" reasons represented a relatively large proportion of the total dispositions of new claims.

Although about 14 percent of the first determinations were reopened for further consideration, the majority of reopened claims involved those for which benefits had been allowed. Of the 142,000 disallowed claims protested, somewhat more than two-thirds were reversed. The number of reversals for the country as a whole, however, was not of

sufficient volume to affect the relationship of allowances to disallowances as shown for first determinations. Only in a few States (Idaho, Michigan, Mississippi, Nevada, and Vermont) was the proportion of disallowances on first determination substantially reduced by subsequent reversals.

Exhaustion of Benefit Rights

One measure of the adequacy of an unemployment compensation system is the rate at which claimants exhaust the rights which they have acquired under the provisions of the State law. Largely because of provisions in State laws which permitted redetermination of rights of claimants who had not drawn the maximum number of weekly benefits, it has been difficult to determine at monthly intervals how many claimants had temporarily or fully exhausted their credits. Changes in State laws from individual to uniform benefit years will obviate redeterminations of benefit rights (see p. 101) and will automatically limit the count to workers who have exhausted their credits by receiving benefits for the maximum duration permitted by the State statute.

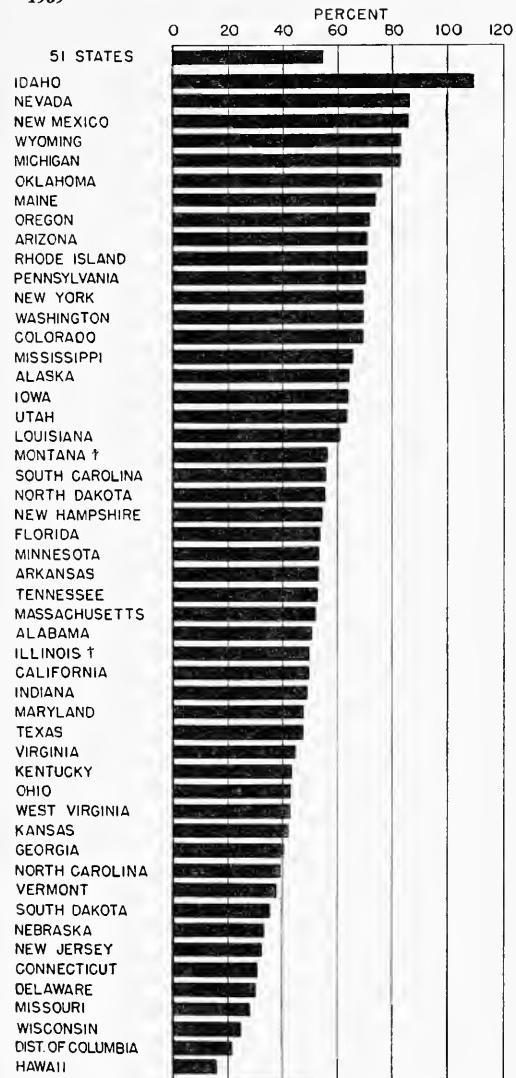
Beginning with 1940, moreover, State reports will make it possible to determine the number of beneficiary weeks compensated, the average number of claimants receiving benefits, and the number of workers receiving first payments, by months and by States. These measures will provide an indication of the ratio of workers exhausting wage credits to the number receiving first or continued payments. Data will also be available to indicate on an annual basis the potential and actual duration of benefits, by States, providing a measure of the number of workers who were reemployed before they had exhausted their rights to benefits.

Data for 1939 and earlier years, however, do not permit such comparisons. The data in table 13 for claimants exhausting wage credits in 1939 include both temporary and complete exhaustions and do not provide a measure of the adequacy of duration provisions. From these data, however, an average monthly rate of workers exhausting wage credits was computed for the period June-November 1939 by relating the number of exhaustions in the month to the average weekly number of compensable continued claims. This measure is similar to a separation rate for employment and provides a rough measure of the degree to which duration provisions of the different

¹⁷ Arkansas, Delaware, Florida, Missouri, Nebraska, North Carolina, North Dakota, Oklahoma, Texas, and Washington.

State laws take care of the unemployment of the covered-worker group. Although these measurements were made in a period of business recovery, it was found that 30 of the 46 States for which the ratio was computed showed an exhaustion rate of 25 percent or more. Among these States,

Chart 10.—Unemployment compensation: Ratio of benefits paid to contributions collected, by States, 1939¹



¹ See table 14, p. 121.

† Represents ratio of benefits to collections since benefits first became payable in July 1939.

however, those which provided uniform duration of 16 weeks of benefits usually had comparatively low exhaustion rates.

Unemployment Compensation Funds

Approximately \$1 billion was available for unemployment compensation benefits at the beginning of the year in the 49 States in which benefits were payable throughout 1939. At the close of the year this amount had increased 37.4 percent to nearly \$1.4 billion. This increase over 1938 was influenced by several factors—several jurisdictions shifted from a monthly to a quarterly collection basis; deposits of collections from interstate railroads and payment of benefits to railroad workers ceased after June 30, 1939; and reserves representing the amounts collected by States from interstate railroads were, after July 1, 1939, being transferred from State accounts to the railroad unemployment insurance account in the unemployment trust fund. Funds of States in the Rocky Mountain area were particularly affected by the transfer of railroad workers to the Federal system. Chart 11 shows amounts available for benefits on December 31, 1938, and indicates, for all jurisdictions, the changes in these amounts during 1939.

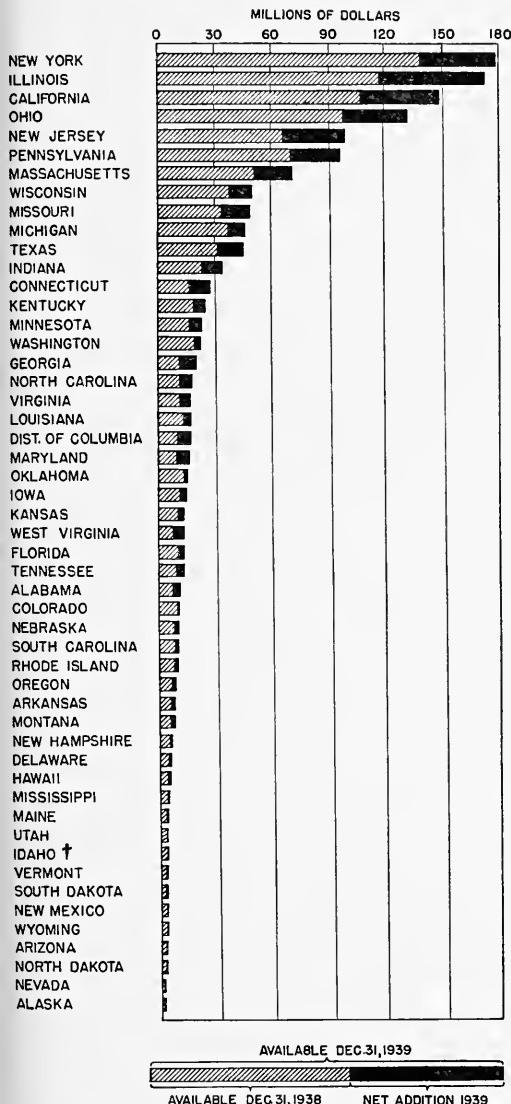
The reserves of several States increased considerably during the year. By the close of the year, California, Louisiana, Texas, Vermont, and Virginia had more than doubled the reserves accumulated prior to the initiation of benefit payments. The District of Columbia added amounts equivalent to 2½ times its original fund. Funds available in 10 other States¹⁸ had by December 31, 1939, increased more than 50 percent over the original reserve. All these States, with the exception of Hawaii, began benefit payments prior to 1939. Only 2 States—Maine and Michigan—closed the year with less funds than were available when benefits were first payable. Although Idaho had a slightly larger fund at the year's end than on September 1, 1938, when benefits became payable, the increment was due entirely to interest earned by funds deposited in the Treasury.

Despite the discontinuance of contributions by railroads to State unemployment compensation agencies, the contributions deposited in 1939 by the 23 States which paid benefits throughout 1938

¹⁸ Connecticut, Hawaii, Maryland, Massachusetts, Minnesota, Mississippi, New York, North Carolina, South Carolina, and Tennessee.

rose almost 8 percent over 1938; the reserves in these States were approximately 78 percent higher at the end of the year than on January 1, 1938. These reserves would have been somewhat larger had not 4 States—New Hampshire, New York,

Chart 11.—Unemployment compensation: Funds available for benefits, by States, Dec. 31, 1938, and Dec. 31, 1939¹



¹ See table 14.

[†]Funds available Dec. 31, 1939, less than amount available Dec. 31, 1938.

Oregon, and Rhode Island—shifted from a monthly to a quarterly collection basis at some time during 1939. Except for New York, Oregon, and Wisconsin, all of the 23 States collected larger amounts of contributions in 1939 than in the preceding year. The largest increase, more than 30 percent, was in Alabama; increases of more than 25 percent are recorded for Connecticut, Maine, Tennessee, and Utah. Declines for New York and Oregon were due to the shift to a quarterly collection basis; a decrease in contributions in Wisconsin resulted from rates lowered on the basis of experience rating.

Total benefit payments by all jurisdictions represented more than 54 cents of each \$1 of contributions collected during the year.¹⁹ The net amounts of benefits paid in 1939 totaled \$429 million; contributions deposited totaled about \$825 million. Idaho, which disbursed almost \$1.10 for each \$1 of contributions, was the only State in which benefits exceeded contributions deposited during the year (chart 10). Michigan, Nevada, New Mexico, Oklahoma, and Wyoming paid 75 cents or more for each \$1 collected. The ratios of benefits to contributions ranged from 70 to 74 cents in benefits to each \$1 of contributions in Arizona, Maine, Oregon, and Rhode Island. Nine additional States²⁰ paid 60 cents or more for each \$1 collected since January 1, 1939. The lowest ratios of benefits to contributions were noted for Delaware, Hawaii, Missouri, the District of Columbia, and Wisconsin, each of which paid less than 30 cents in benefits for each \$1 collected.

Of the 31 States in which benefits were payable at some time in 1938, 3 paid more in benefits than they received in contributions for the period since benefits were payable. Data for Michigan show that although payments were somewhat less than collections in 1939, that State paid \$1.31 for each \$1 of collections during the whole period since benefits became payable. This situation is largely attributable to two factors, curtailed operations in the automobile industry during the summer of 1938 and the shift to a quarterly collection basis in July of the same year. Similarly, the \$1.04 paid in Maine for each \$1 of contributions resulted from relatively heavy disbursements in 1938. In Idaho, on the other hand, proportionately heavy

¹⁹ Illinois and Montana are included only for the 6-month period during which benefits were payable.

²⁰ Pennsylvania, New York, Washington, Colorado, Mississippi, Alaska, Iowa, Utah, and Louisiana.

disbursements in 1939 were responsible for the relationship of slightly more than \$1 paid to each \$1 collected.

For the country as a whole, nearly 65 cents were disbursed in benefits for each \$1 collected since benefits were first payable.

The ratios of total benefits to cumulative contributions and interest are presented as indications of the status of the individual State funds. Comparisons among the States are significant only when collections were made and benefits paid during the same period of time.

Placement Activities, 1939

THE COMPLETE INTEGRATION of public employment service and unemployment compensation in 1939 was, in effect, a recognition of the complementary nature of these two functions. Of greater immediate significance to placement activities, however, was the fact that by July 1939 unemployment benefits were being paid in all States. The effect of the unemployment compensation program was twofold. First, the expansion of State employment service facilities for benefit-payment functions throughout the United States automati-

cally expanded placement activities. Second, the increased diversity in the occupational coverage of public employment offices resulting from its integration with the insurance program greatly expanded employment service clientele, in terms both of employers and employees. Not unrelated to this expansion was the required registration of benefit claimants, which greatly augmented the file of active job seekers. This broadened active file made possible an increased emphasis on private-placement activity, particularly with respect to

Table 16.—Employment service: Registrants in active file, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	17,434,459	17,080,021	6,748,571	6,544,711	6,381,651	6,282,598	6,101,140	5,789,759	5,681,826	5,465,580	5,628,545	5,746,146
Alabama.....	153,831	142,673	140,831	137,605	130,365	131,632	134,436	128,662	121,539	125,385	155,634	149,339
Alaska.....	2,318	2,640	2,977	3,463	2,943	2,426	1,446	1,645	1,744	2,210	2,383	2,706
Arizona.....	24,680	25,668	25,525	25,047	24,334	23,848	22,361	22,636	21,708	21,636	20,575	21,748
Arkansas.....	50,533	83,268	77,783	78,090	77,822	76,385	78,429	75,153	71,916	61,648	58,819	57,167
California.....	354,379	374,655	419,428	416,820	409,584	404,414	400,084	386,867	381,954	385,294	400,878	534,375
Colorado.....	64,064	74,738	75,169	69,707	67,583	64,337	65,017	64,174	60,280	59,571	63,738	64,511
Connecticut.....	111,091	85,955	85,339	86,070	92,936	101,580	105,111	75,215	82,078	82,171	81,517	81,230
Delaware.....	17,777	18,827	13,601	11,741	13,268	13,567	13,250	13,299	13,662	12,874	12,106	11,535
District of Columbia.....	45,749	51,036	43,677	47,584	39,071	45,048	34,798	35,993	35,615	36,984	35,809	34,170
Florida.....	111,256	128,201	34,569	42,995	58,364	71,065	70,983	65,292	61,686	64,084	74,598	80,907
Georgia.....	155,551	163,884	176,471	178,434	174,112	167,758	176,260	180,077	177,273	174,079	184,213	187,782
Hawaii.....	6,682	6,633	8,882	8,465	8,999	9,294	8,517	8,295	6,121	9,706	8,837	9,651
Idaho.....	23,646	23,600	24,064	18,783	18,595	14,916	13,801	12,678	13,387	14,190	15,313	15,722
Illinois.....	303,097	299,507	257,699	191,075	149,069	166,888	149,449	221,118	190,021	195,679	206,648	181,668
Indiana.....	211,592	190,555	185,201	203,604	202,062	198,520	199,730	187,371	186,958	182,627	185,476	196,998
Iowa.....	103,269	103,767	103,349	99,908	95,771	93,280	88,881	84,342	87,116	83,720	86,295	91,991
Kansas.....	74,252	72,452	58,813	51,887	48,810	47,771	33,697	33,631	39,079	40,108	38,127	37,810
Kentucky.....	107,308	114,707	118,252	91,215	94,453	85,381	87,374	83,604	88,276	82,364	81,927	86,853
Louisiana.....	148,351	143,830	132,813	113,794	109,374	110,531	112,215	112,057	100,389	97,683	100,413	106,424
Maine.....	42,140	45,310	38,377	41,404	39,070	33,929	37,566	31,277	30,073	33,134	33,020	33,987
Maryland.....	74,163	71,216	72,068	69,942	65,904	73,779	76,009	69,360	55,886	60,633	61,391	59,441
Massachusetts.....	328,564	316,242	247,503	252,726	253,914	255,294	253,999	254,273	249,153	173,051	167,112	180,168
Michigan.....	333,029	354,372	359,092	367,872	323,026	260,732	258,549	238,463	241,018	200,986	226,244	209,003
Minnesota.....	213,097	205,760	201,106	197,879	189,764	186,552	182,868	169,656	157,297	148,871	130,260	124,816
Mississippi.....	83,675	73,873	66,366	62,023	63,194	65,210	70,535	74,568	82,656	86,610	86,049	84,700
Missouri.....	206,659	200,724	169,845	186,338	135,978	126,285	119,585	132,327	133,969	136,322	141,631	153,546
Montana.....	43,736	35,063	32,211	29,975	27,499	27,673	29,290	28,055	28,009	27,143	26,886	28,620
Nebraska.....	49,733	45,556	50,986	52,152	61,907	53,214	51,280	52,727	50,528	43,214	43,602	47,804
Nevada.....	5,035	4,931	4,921	4,639	4,404	4,391	5,179	5,215	5,472	5,521	6,015	6,391
New Hampshire.....	32,667	29,610	28,539	31,334	31,546	30,716	28,526	26,108	25,430	25,526	25,477	21,706
New Jersey.....	259,222	284,199	253,667	231,527	240,692	258,387	269,178	268,034	275,200	272,519	277,608	276,246
New Mexico.....	39,121	35,837	31,799	32,976	33,261	33,632	32,562	32,813	33,859	34,171	36,227	35,397
New York.....	603,819	526,445	528,601	464,709	473,080	480,958	481,321	509,376	535,870	541,348	647,946	605,758
North Carolina.....	150,811	129,629	120,738	115,253	112,707	107,783	108,826	107,405	100,249	91,746	76,057	87,973
North Dakota.....	31,810	32,972	31,634	33,448	32,840	31,825	30,757	28,670	28,288	27,163	23,670	23,576
Ohio.....	492,134	458,441	412,201	429,917	429,566	425,280	395,954	283,928	294,446	275,642	259,174	250,984
Oklahoma.....	71,730	74,019	70,965	64,057	60,082	54,911	54,870	55,988	54,795	60,167	80,536	87,153
Oregon.....	84,894	74,897	72,067	63,685	55,976	47,114	40,255	32,793	26,872	31,999	35,827	42,071
Pennsylvania.....	1,007,522	951,942	871,805	917,639	918,065	861,192	755,239	610,031	549,200	460,260	419,573	413,439
Rhode Island.....	55,671	31,788	33,539	36,410	35,146	33,716	39,516	39,940	39,602	39,536	42,316	37,531
South Carolina.....	130,755	124,871	114,191	108,839	112,012	114,486	111,544	103,049	96,718	102,037	106,658	104,579
South Dakota.....	37,728	36,199	35,276	35,524	31,390	32,044	(2)	32,826	33,134	34,407	34,081	30,998
Tennessee.....	146,698	141,084	129,990	132,690	133,837	137,711	134,435	132,644	130,811	133,283	134,243	134,731
Texas.....	240,187	239,678	252,677	266,252	272,400	281,356	285,844	274,505	260,980	273,226	295,746	301,004
Utah.....	25,041	23,428	23,038	23,759	20,314	24,110	22,810	22,817	21,255	20,218	21,986	23,437
Vermont.....	18,596	17,865	17,883	19,366	17,610	16,791	17,008	15,919	15,056	14,996	15,219	15,540
Virginia.....	51,843	53,409	51,050	54,930	48,620	49,955	50,134	45,607	47,155	44,270	46,871	52,720
Washington.....	148,707	150,599	113,732	101,778	92,526	92,505	93,626	93,895	88,236	95,362	102,870	114,051
West Virginia.....	151,938	114,882	103,821	114,914	85,755	80,850	78,866	70,989	69,205	62,955	66,701	74,733
Wisconsin.....	168,971	168,206	163,554	166,334	163,423	170,742	170,400	170,505	168,458	166,218	167,109	168,713
Wyoming.....	13,167	14,169	13,968	14,243	12,400	11,870	10,286	10,378	7,861	7,885	8,652	9,013

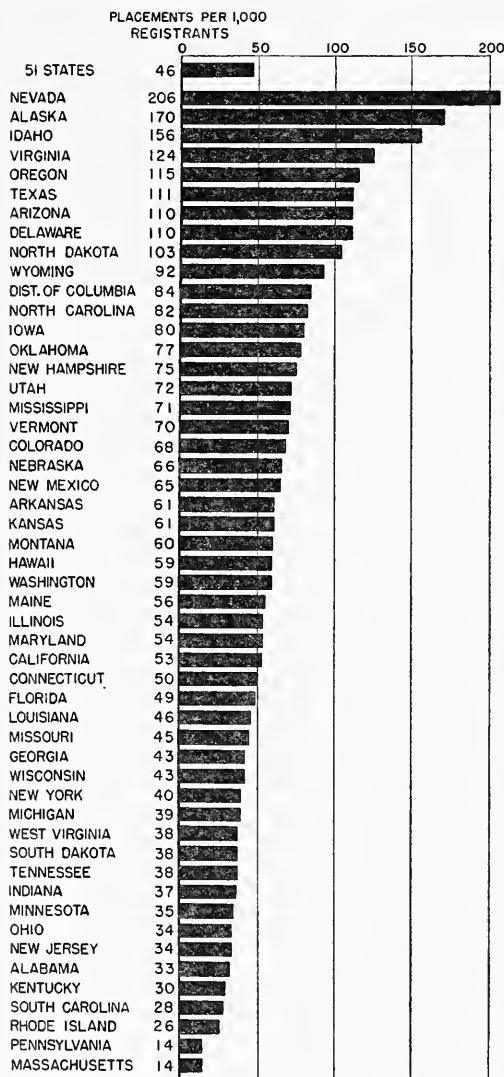
¹ Florida employment service not in complete operation during January and February.

² South Dakota agency suspended operations July 28-Sept. 26.

placements in clerical and professional occupations and in jobs requiring specialized skills.

In 1939, as in previous years, the large majority of placements were in physical labor and service occupations, since the lack of labor-market organization is most acute in these fields and since the number of available jobs is greater.

Chart 12.—Employment service: Average monthly placements per 1,000 registrants available for work, by States, 1939¹



¹Based on tables 16 and 18.

The expansion of State employment services has definitely resulted, however, in a more comprehensive service to all types of workers. The data which follow record this service.

Total Placements

During 1939, State employment offices made 3.5 million complete placements¹—approximately 30 percent more than in 1938 (table 27). Although improved business conditions were largely responsible for the increase, the expansion of the State services, the more comprehensive files of job seekers providing better qualified workers for placement, and the more extensive use of the service by employers, contributed in no small measure.

The high point for monthly placements in 1939 was reached in October with 366,000 placements—11 percent of the year's total and the largest number in any month since June 1937 (table 18). The smallest number of placements for 1939 was reported for February, yet the total for that month, 181,000, was 38 percent higher than the total for February 1938. Among individual States, the placement volume in Texas was outstanding; employment service offices in that State made 361,000 complete placements during the year. One-third of all complete placements were made in 5 States—Texas, California, New York, Ohio, and Illinois—and of these California and New York each made more than 200,000. Less than 10,000 placements were made during the year in Alaska and Hawaii.

Marked increases over 1938 placements were shown by a number of States. In Washington the 76,000 placements in 1939 trebled the number reported for 1938, and in New Jersey the 1939 total was two and a half times the number for the previous year;² in Michigan, 1939 placements were more than double the 1938 figure; and in Missouri an increase of 90 percent over the 1938 figure was shown. Increases of 50 percent or more were reported by 8 other States—Massachusetts, Arkansas, Oregon, Connecticut, Louisiana, Indiana, New York, and Ohio. In only 7 States were fewer complete placements made in 1939 than in 1938. Placements in New Mexico were 27 percent lower; in Hawaii, 15 percent; in Montana, 14 percent;

¹ See pp. 147-148 for definition.

² In Florida complete placements in 1939 were 142 percent greater than in 1938, but the Florida agency was not in full operation during 1938 or in January-February 1939 so that a comparison between the 2 years is not justified.

and in Illinois, Texas, and Wyoming, about 5 percent. In South Dakota, where employment service operations were suspended for several weeks in 1939, there was a decline of 22 percent.

Absolute numbers, however, are misleading as measures of the effectiveness of a placement program, since the largest volume of placements will almost inevitably be reported by States with the largest populations. An attempt has been made, therefore, to relate the number of placements to the number of job seekers. This relationship can be measured only roughly because of State differences in maintaining a count of persons available

for work over long periods of time. Furthermore, the number of placements in a State depends in large degree upon the kinds of placements made which in turn depend upon the industrial composition of the State. These factors must be considered in interpreting data for a State and in comparisons among States.

The average monthly placements per average monthly registrants in the active file can be used, however, for want of more adequate measurement, for comparisons among States. In 1939, on the average, there were 46 placements a month per 1,000 registered job seekers for the country as a

Table 17.—Employment service: Applications by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	15,094,851	1,401,618	1,047,046	1,237,588	1,172,720	1,214,035	1,263,832	1,139,334	1,297,024	1,257,017	1,329,446	1,414,854	1,290,307
Alabama.....	248,371	20,651	13,901	17,104	14,218	15,465	15,040	17,177	20,404	20,876	28,969	43,037	21,529
Alaska.....	9,849	894	456	703	1,119	1,250	940	607	776	679	935	738	752
Arizona.....	76,315	6,460	5,433	6,791	4,982	4,892	5,621	4,805	6,512	6,782	7,434	8,023	8,577
Arkansas.....	108,113	13,867	8,359	9,866	7,940	9,899	9,799	8,871	8,375	7,701	7,987	7,966	7,483
California.....	1,347,030	119,808	98,253	143,513	98,612	109,999	112,108	93,725	104,506	100,699	110,248	133,929	121,630
Colorado.....	195,201	25,810	17,610	16,679	11,965	15,058	15,220	14,646	15,431	14,704	15,926	15,333	16,769
Connecticut.....	213,812	18,525	13,397	15,367	16,806	20,402	24,211	17,753	17,260	16,332	16,676	17,945	19,138
Delaware.....	46,547	5,212	2,890	2,723	3,117	5,139	4,984	3,484	4,502	4,323	3,980	3,381	2,812
District of Columbia.....	112,561	9,638	7,535	6,979	7,668	9,251	9,855	9,235	9,781	10,153	10,428	10,918	8,417
Florida.....	169,120	2,050	10,367	13,321	12,695	15,229	15,401	14,703	14,059	13,354	14,760	21,135	19,016
Georgia.....	304,625	32,920	24,777	28,397	20,880	21,648	21,875	24,478	27,947	24,314	23,308	31,407	22,211
Hawaii.....	18,145	1,731	1,212	1,695	1,381	1,143	1,134	962	1,327	1,969	1,919	1,514	2,158
Idaho.....	72,622	6,830	4,403	5,339	5,703	6,299	6,300	5,352	5,847	6,275	6,770	6,733	6,768
Illinois.....	517,745	23,125	25,209	33,596	33,860	37,199	38,929	46,332	64,865	54,180	52,606	54,552	48,292
Indiana.....	451,040	37,371	24,930	37,528	40,741	36,511	40,227	38,094	33,156	33,681	41,363	48,169	39,219
Iowa.....	212,309	18,708	14,141	20,779	16,624	17,321	20,723	16,456	17,546	15,581	16,736	17,996	19,698
Kansas.....	169,752	19,298	15,096	16,736	10,771	11,339	12,093	11,264	17,169	13,523	13,353	14,764	14,141
Kentucky.....	235,014	22,546	17,691	19,631	22,468	23,585	16,463	15,715	21,374	23,639	18,056	20,158	13,688
Louisiana.....	254,435	39,544	18,864	16,497	19,763	19,512	17,718	21,063	21,425	21,482	20,375	19,776	19,776
Maine.....	113,091	12,473	8,207	11,971	11,613	9,451	9,548	7,588	7,742	8,342	9,368	8,758	8,030
Maryland.....	238,448	25,245	17,243	21,079	17,009	16,860	23,438	18,705	16,772	17,236	24,199	19,709	15,903
Massachusetts.....	356,265	25,868	19,118	29,940	29,445	30,695	30,795	25,863	26,153	28,097	33,475	40,585	36,227
Michigan.....	666,869	59,988	52,603	59,609	41,516	50,599	54,608	50,331	56,153	50,504	66,697	65,321	58,833
Minnesota.....	228,422	23,076	16,450	18,339	17,521	17,623	19,511	15,846	16,057	18,355	17,607	24,538	23,499
Mississippi.....	255,221	21,027	14,200	18,852	16,438	16,771	18,563	26,056	25,251	28,215	29,791	23,791	19,236
Missouri.....	435,325	41,960	27,493	30,052	27,174	30,074	33,940	28,044	36,904	41,177	43,750	43,352	51,405
Montana.....	54,211	4,658	3,158	4,789	4,622	4,479	4,782	5,342	4,637	4,611	4,294	4,380	4,459
Nebraska.....	110,769	13,766	7,551	10,253	7,084	7,704	7,880	7,585	11,481	9,234	8,181	8,857	10,923
Nevada.....	31,228	2,611	1,787	2,558	2,607	2,613	2,925	3,310	2,558	2,482	2,469	2,681	2,627
New Hampshire.....	80,068	6,509	5,135	6,832	8,349	7,731	6,704	5,299	6,391	5,875	6,865	7,513	6,865
New Jersey.....	503,080	50,977	54,149	56,334	62,609	51,079	53,160	45,131	40,239	42,030	43,948	47,308	50,175
New Mexico.....	60,317	5,034	3,236	4,458	3,246	3,865	4,304	4,550	4,512	7,359	8,885	6,047	4,818
New York.....	1,890,569	163,603	109,717	91,908	154,773	170,417	166,759	131,078	155,212	202,795	159,554	162,008	164,710
North Carolina.....	311,801	32,765	21,075	25,939	21,620	23,691	22,593	21,212	29,689	25,863	29,197	28,182	26,925
North Dakota.....	66,070	5,322	4,935	4,811	4,247	3,992	4,413	5,432	10,074	5,638	7,943	5,005	4,621
Ohio.....	845,856	92,473	55,476	72,612	88,809	63,729	69,245	60,399	76,288	72,282	65,225	67,724	62,078
Oklahoma.....	266,158	26,100	21,075	24,602	15,523	18,373	18,281	19,080	22,388	18,604	26,802	35,991	22,381
Oregon.....	161,035	13,493	10,520	12,495	9,032	11,487	11,881	12,108	13,914	15,342	15,947	16,610	18,296
Pennsylvania.....	1,270,220	103,837	99,518	113,864	108,446	101,631	113,457	107,996	124,553	110,514	95,271	98,083	92,950
Rhode Island.....	96,305	9,336	8,183	9,098	8,036	8,546	8,815	9,330	7,358	7,050	5,353	6,189	7,545
South Carolina.....	128,861	10,509	9,179	12,905	10,313	11,373	10,434	8,812	9,792	8,058	16,481	13,374	6,728
South Dakota.....	3,948	4,217	3,372	3,758	2,777	2,873	3,157	2,336	3,401	3,496	4,378	5,450	5,126
Tennessee.....	167,233	14,387	12,483	20,302	12,425	14,366	14,654	10,657	13,827	13,136	15,288	14,137	11,601
Texas.....	651,602	76,049	49,203	51,203	45,053	58,689	47,958	50,657	46,726	61,212	69,293	53,491	53,491
Utah.....	112,897	11,279	7,688	11,017	6,628	8,604	10,165	9,900	9,672	7,732	8,422	9,607	7,183
Vermont.....	36,914	3,227	2,041	3,644	3,043	2,813	3,451	2,796	3,086	2,602	2,735	2,466	4,337
Virginia.....	257,399	24,436	19,683	23,839	20,305	22,003	20,807	10,452	20,955	21,454	21,176	26,618	21,581
Washington.....	228,603	17,202	12,486	13,147	12,384	15,172	19,128	18,792	26,656	24,680	23,421	23,075	22,451
West Virginia.....	251,935	20,350	15,693	21,824	29,179	23,278	19,621	16,467	19,298	17,784	21,507	24,155	19,149
Wisconsin.....	341,529	35,500	23,573	25,751	25,303	27,221	33,631	27,497	29,660	27,323	28,865	28,741	28,304
Wyoming.....	42,847	6,193	2,935	3,122	3,644	3,619	3,927	2,946	3,883	3,055	3,166	3,183	3,226

¹ See footnotes 2 and 3.

² Florida employment service not in complete operation during January and February; private placement activity largely suspended.

³ South Dakota agency suspended operations July 28–Sept. 26.

whole. Nevada ranked first with 206 per 1,000 followed by Alaska (which made many work-relief placements), Idaho, Virginia, Oregon, Texas, Arizona, Delaware, North Dakota, and Wyoming (chart 12). Most of the industrial States were at the lower end of the scale, with Indiana, Minnesota, Ohio, New Jersey, Alabama, Kentucky, South Carolina, Rhode Island, Pennsylvania, and Massachusetts ranking as the last 10. The position of the industrial States may be an indication of a greater use of the employment service by the workers in those States and consequently a larger number of applicants for work.

Private Employment

The 2.7 million complete placements in private industry during 1939 were not only the highest number of such placements made in any year of record but they were 14 percent higher than in 1937, when business conditions and job opportunities were considerably better, and 42 percent higher than in 1938. They constituted 77 percent of all complete placements in 1939. In 1938 private placements were 70 percent of the total, and they were a smaller proportion in earlier years when placements in construction of public

Table 18.—Employment service: All placements, by States and by months, 1939¹

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$ 3,476,889	\$ 199,445	\$ 181,242	253,693	270,493	333,141	343,551	\$ 285,760	\$ 336,233	\$ 352,451	366,154	289,403	265,323
Alabama.....	54,099	4,742	4,515	4,296	3,718	6,185	5,347	3,028	4,256	5,142	4,711	3,665	3,664
Alaska.....	4,068	72	624	235	348	596	867	348	292	327	339	298	284
Arizona.....	30,596	2,065	1,037	1,411	1,814	2,110	2,315	1,721	2,121	3,341	4,328	4,524	4,109
Arkansas.....	53,896	2,552	2,563	5,098	3,834	7,703	7,575	5,105	3,563	5,860	4,074	2,779	3,160
California.....	258,865	17,058	15,200	19,129	20,967	23,611	24,686	22,397	27,206	26,963	25,534	19,104	17,010
Colorado.....	54,087	1,512	1,476	2,558	3,012	5,696	7,304	6,377	6,554	7,124	6,362	3,193	2,919
Connecticut.....	53,762	8,128	7,705	3,593	4,322	5,285	5,464	4,072	4,582	5,082	6,435	5,071	4,023
Delaware.....	18,164	724	748	1,087	1,037	1,888	2,072	1,673	1,800	1,743	2,356	1,812	1,224
District of Columbia.....	40,644	2,735	2,431	3,002	3,481	4,483	3,915	2,749	3,495	3,833	3,872	3,356	3,292
Florida.....	\$ 37,503	\$ 2,963	\$ 2,013	1,198	1,881	2,026	2,070	2,222	2,719	2,568	7,009	4,950	5,884
Georgia.....	90,222	5,421	4,694	7,636	7,335	7,897	9,312	7,515	9,122	10,157	8,530	6,558	6,045
Hawaii.....	6,033	301	373	463	507	458	540	475	688	734	569	434	401
Idaho.....	32,331	1,035	787	1,555	2,231	3,374	4,345	2,914	3,211	3,702	5,516	2,156	1,505
Illinois.....	135,668	9,926	9,118	11,194	11,596	12,502	10,972	9,445	11,368	12,594	13,650	13,536	13,058
Indiana.....	87,980	4,756	4,924	7,341	6,725	8,073	8,287	6,166	7,508	9,293	9,249	7,905	7,762
Iowa.....	90,383	4,650	4,585	6,959	8,557	10,641	9,304	8,635	7,754	8,657	8,317	6,638	5,686
Kansas.....	33,874	2,063	1,745	2,405	2,828	3,462	3,007	3,034	2,651	3,277	3,654	2,056	2,789
Kentucky.....	33,256	1,931	1,357	2,271	2,573	3,581	3,633	2,441	2,896	3,410	3,802	2,665	2,696
Louisiana.....	64,036	4,259	5,061	7,715	6,033	6,022	5,027	3,819	4,575	5,241	6,710	5,277	4,297
Maine.....	24,487	1,569	1,035	1,309	1,677	2,464	3,664	2,760	3,054	2,223	1,985	1,455	1,287
Maryland.....	43,480	2,570	2,640	3,588	3,621	4,305	4,079	3,691	3,896	3,781	4,205	3,831	3,273
Massachusetts.....	40,965	2,357	2,064	3,015	3,330	3,621	4,059	3,552	3,806	3,630	4,162	3,928	3,440
Michigan.....	130,543	6,699	6,119	8,436	9,617	13,014	14,294	12,290	13,465	13,116	14,082	10,441	8,970
Minnesota.....	73,942	3,768	3,073	4,022	5,475	8,131	7,901	7,514	7,711	8,195	8,174	6,038	3,945
Mississippi.....	64,189	4,046	2,486	3,641	4,433	4,564	6,702	7,188	6,506	9,188	7,260	5,079	3,293
Missouri.....	80,674	3,278	3,237	5,743	5,961	6,826	6,516	6,659	6,277	9,865	13,886	7,232	6,194
Montana.....	21,279	990	750	1,818	2,680	2,358	2,064	2,235	2,343	1,830	2,028	1,151	1,032
Nebraska.....	35,827	1,828	1,314	2,986	4,177	4,712	3,805	3,443	4,068	4,214	4,050	2,433	1,797
Nevada.....	12,831	857	580	959	1,153	1,380	1,363	1,140	1,162	1,172	1,184	976	905
New Hampshire.....	25,229	2,046	1,619	1,477	1,662	2,720	2,656	1,951	2,470	2,003	2,669	2,133	1,793
New Jersey.....	106,493	3,464	3,407	7,013	8,314	10,577	10,815	9,042	10,810	11,149	12,252	10,466	9,154
New Mexico.....	26,688	1,167	1,659	4,121	5,659	2,010	2,206	1,317	1,630	5,815	5,389	2,105	1,425
New York.....	247,286	24,606	14,452	16,157	17,732	23,532	24,241	18,976	26,872	24,899	25,621	23,480	22,715
North Carolina.....	107,634	7,165	7,117	9,576	8,950	9,054	9,719	7,309	13,503	10,880	11,344	7,263	6,449
North Dakota.....	36,735	1,053	1,453	2,216	2,487	2,483	5,020	8,967	4,661	3,364	2,277	1,809	
Ohio.....	145,314	6,070	5,565	10,581	11,141	14,401	14,169	11,960	13,190	16,177	15,901	11,231	12,818
Oklahoma.....	66,477	3,213	702	4,004	7,225	6,965	6,041	4,408	4,280	6,726	5,622	4,603	4,688
Oregon.....	70,167	3,233	2,905	4,173	3,595	5,864	7,490	5,754	12,549	8,473	6,906	5,343	3,582
Pennsylvania.....	124,310	6,033	6,204	9,430	8,378	11,073	11,368	8,612	10,626	11,679	15,817	13,368	11,695
Rhode Island.....	12,025	698	677	954	936	1,096	1,219	934	1,277	1,077	1,322	1,091	742
South Carolina.....	37,373	2,813	2,713	3,161	3,282	3,694	4,120	2,800	3,596	3,135	3,492	2,614	1,863
South Dakota.....	4,121	901	1,240	1,240	1,738	1,981	1,674	1,805	(4)	4,145	1,306	1,169	1,053
Tennessee.....	61,106	4,187	3,721	5,067	3,963	6,418	6,394	3,740	4,655	6,086	9,298	4,000	3,627
Texas.....	360,897	26,528	23,552	30,761	30,624	32,393	34,627	25,943	27,918	26,700	28,428	33,823	37,200
Utah.....	19,523	768	727	756	1,359	1,408	2,580	2,169	2,136	1,999	2,628	1,636	1,357
Vermont.....	14,033	877	702	887	994	1,771	1,686	1,194	1,343	1,842	1,059	911	766
Virginia.....	74,212	4,617	4,165	6,391	5,736	8,123	7,128	6,021	9,718	7,327	6,465	4,437	4,084
Washington.....	75,729	1,370	1,284	2,938	3,997	4,902	5,603	9,686	14,415	11,701	7,133	4,052	5,356
West Virginia.....	41,370	2,745	2,643	3,316	2,964	3,899	3,594	3,344	3,553	3,978	4,133	3,979	3,162
Wisconsin.....	85,736	4,826	4,280	6,017	7,206	9,367	9,208	7,797	8,761	8,521	8,174	6,210	5,360
Wyoming.....	12,325	510	382	618	1,006	1,518	1,198	1,260	1,312	1,550	1,497	793	631

¹ Excludes supplementary placements shown in table 21, p. 133.

² See footnotes 3 and 4.

³ Florida employment service not in complete operation during January and February; private placement activity largely suspended.

⁴ South Dakota agency suspended operations July 28-Sept. 26.

works comprised a relatively large proportion of the total placements made. Approximately half the 1939 placements were regular placements, i. e., in jobs expected to last for more than a month.

The high and low months for placements in private industry in 1939 coincided with the high and low months for all placements; 308,000 in October and 126,000 in February marked the extremes (table 19). As in total placements, one-third of the placements in private industry were made in Texas, California, New York, Illinois, and Ohio. Most of the States showed increases in the number of placements in private

employment from 1938 to 1939 (table 27), and in most of these States these increases were higher than in all complete placements. Of the 10 States with the highest increase in placements in private employment, 8 began benefit payments in January 1939. Washington had an increase of 313 percent, followed by New Jersey, with 159 percent; Michigan, with 135; Georgia, with 130; Missouri, with 120; Hawaii, with 105; Kansas, with 100; Kentucky, with 97; South Carolina, with 84; and Ohio, with 79. Fourteen other States showed increases of 50 percent or more over their 1938 figures. Only 5 States—Mon-

Table 19.—Employment service: Private placements, by States and by months, 1939

[Data reported by State agencies, corrected to March 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1,267,630	129,940	126,352	184,898	195,000	242,444	251,357	212,955	253,667	287,166	308,377	248,887	235,257
Alabama.....	38,555	2,613	2,768	2,477	2,171	4,418	3,741	2,721	3,081	4,155	3,900	3,271	3,249
Alaska.....	1,861	47	41	60	112	304	243	210	195	226	197	125	101
Arizona.....	26,028	1,304	798	1,004	1,452	1,738	1,594	1,445	1,634	2,916	3,584	4,179	3,810
Arkansas.....	41,349	1,178	1,582	3,652	2,551	6,425	6,505	3,881	2,355	5,006	3,323	2,003	2,899
California.....	221,619	12,402	11,375	14,553	16,967	20,210	21,536	19,885	23,545	24,735	23,238	17,514	15,059
Colorado.....	45,075	1,061	1,089	2,126	2,492	4,533	5,906	5,092	5,101	6,406	5,649	2,788	2,432
Connecticut.....	42,455	2,245	2,145	3,099	3,255	3,941	4,218	2,750	3,427	4,253	5,422	4,188	3,401
Delaware.....	14,149	106	461	714	805	1,501	1,392	1,146	1,233	1,497	2,205	1,641	1,148
District of Columbia.....	36,081	2,459	2,281	2,093	3,237	4,068	3,251	2,369	3,048	3,434	3,424	2,920	2,927
Florida.....	21,975	10	124	452	442	822	1,001	1,071	1,440	1,770	5,791	4,081	4,981
Georgia.....	55,888	1,760	1,903	3,605	4,066	4,570	5,410	4,735	5,802	7,216	6,426	5,184	5,028
Hawaii.....	3,019	139	151	189	180	213	240	250	339	346	360	255	327
Idaho.....	24,115	727	636	1,148	1,532	2,562	3,249	2,054	1,604	2,282	4,967	1,756	1,298
Illinois.....	135,270	9,221	8,665	10,844	11,209	12,215	10,773	9,161	11,147	12,382	13,911	13,396	12,846
Indiana.....	82,682	4,364	4,610	6,986	6,444	7,656	7,915	5,626	7,375	8,505	8,911	7,658	7,676
Iowa.....	61,087	3,207	3,579	5,366	5,488	6,125	5,210	5,425	4,810	6,261	6,243	5,091	4,273
Kansas.....	24,459	515	953	1,521	1,720	2,314	2,382	2,558	2,176	2,632	2,548	2,578	2,262
Kentucky.....	20,301	774	778	1,286	1,437	2,101	2,022	1,237	1,411	2,315	2,505	2,148	2,286
Louisiana.....	51,873	2,092	3,801	5,671	4,999	4,845	3,975	3,069	3,759	4,348	5,989	4,675	3,750
Maine.....	16,467	1,044	796	1,109	1,196	1,485	2,227	1,801	1,751	1,410	1,355	1,160	1,135
Maryland.....	31,534	1,523	1,659	2,221	2,378	2,826	2,875	2,738	2,892	2,903	3,371	3,189	2,969
Massachusetts.....	28,741	1,604	1,594	2,363	2,067	2,164	2,178	1,987	2,175	2,019	3,355	3,394	3,011
Michigan.....	101,634	4,115	4,025	6,333	6,837	9,200	10,508	9,798	10,659	10,672	11,633	9,455	8,296
Minnesota.....	54,587	2,712	2,424	3,307	4,098	5,420	5,155	5,437	5,210	5,533	5,945	5,089	3,559
Mississippi.....	23,875	1,038	457	760	733	1,401	1,933	2,222	2,337	5,218	3,940	2,002	1,786
Missouri.....	66,985	2,182	2,383	4,405	4,621	5,035	5,120	4,292	4,696	8,920	12,793	6,406	5,622
Montana.....	9,767	476	367	802	971	869	794	940	1,004	1,021	2,201	734	588
Nebraska.....	16,609	671	864	1,223	1,359	1,609	1,463	1,389	1,358	1,834	2,260	1,342	1,128
Nevada.....	9,822	614	443	735	754	961	988	899	936	945	989	804	744
New Hampshire.....	18,617	1,755	1,310	1,316	1,139	1,714	1,445	1,493	1,626	1,398	2,261	1,549	1,608
New Jersey.....	99,573	3,094	3,077	6,165	7,435	9,849	9,945	8,568	10,383	10,603	11,727	10,139	8,500
New Mexico.....	21,311	667	409	700	1,115	1,251	1,412	802	1,156	5,548	5,097	1,956	1,198
New York.....	202,124	11,256	10,716	12,217	13,236	18,867	19,330	15,891	17,056	20,313	21,870	20,765	20,557
North Carolina.....	63,431	3,454	3,368	4,960	4,647	4,316	4,865	3,939	9,528	6,582	7,961	5,090	4,721
North Dakota.....	31,290	583	819	1,291	1,656	1,617	1,742	4,519	4,922	3,695	2,884	2,001	1,691
Ohio.....	128,932	4,480	4,742	8,631	10,354	12,594	11,356	9,885	11,541	14,655	14,717	13,544	12,433
Oklahoma.....	46,169	1,466	1,296	2,715	5,512	5,757	4,845	3,216	2,916	5,610	4,710	3,939	4,196
Oregon.....	50,460	1,405	1,582	2,928	2,212	4,409	5,715	4,139	5,876	7,019	5,735	4,374	3,066
Pennsylvania.....	94,269	4,806	6,423	7,819	6,661	7,925	7,072	6,018	7,270	8,178	12,053	10,828	10,216
Rhode Island.....	9,047	603	551	668	709	751	848	700	904	833	1,026	853	601
South Carolina.....	15,900	703	801	1,141	1,165	1,071	1,120	923	1,738	2,159	2,286	1,565	1,228
South Dakota.....	8,718	679	696	1,005	1,066	1,022	1,030	623	(3)	1,108	836	772	881
Tennessee.....	46,577	2,572	2,360	3,309	2,631	4,807	4,559	2,814	3,290	5,076	8,479	3,442	3,238
Texas.....	295,275	19,597	17,686	25,354	24,020	26,018	27,213	20,613	22,608	22,825	25,293	31,369	34,879
Utah.....	15,004	408	454	417	668	809	2,199	1,800	1,755	1,740	2,205	1,358	1,191
Vermont.....	9,069	491	468	614	573	790	909	794	772	1,504	768	698	688
Virginia.....	44,332	1,874	1,738	2,736	3,265	4,459	3,752	3,140	6,751	5,077	4,863	3,477	3,170
Washington.....	66,627	1,167	995	2,482	3,346	4,231	8,038	8,832	12,582	10,621	6,274	3,313	4,746
West Virginia.....	29,591	1,983	1,890	2,412	2,160	2,283	2,320	1,934	2,183	3,068	3,296	3,284	2,778
Wisconsin.....	63,801	2,791	3,054	4,484	5,375	6,568	6,698	5,719	5,862	6,801	6,970	5,111	4,468
Wyoming.....	6,724	213	224	343	412	788	541	685	838	903	1,083	452	342

¹ See footnotes 2 and 3.
² Florida employment service not in complete operation during January and February; private placement activity largely suspended.

³ South Dakota agency suspended operations July 28–Sept. 26.

tana, Nevada, New Mexico, South Dakota, and Texas—showed decreases. South Dakota's decrease was negligible and in view of the State's suspension of operations for a period in 1939, it can hardly be considered a decrease. New Mexico reported a decline of 32 percent in private placements from the 1938 total; Montana, 23 percent; and Texas, 4 percent. In all cases, the reductions were due to smaller volumes of agricultural placements.

Public Employment

With the continued reduction in public construction projects and the reduced number of assignments to work-relief projects, placements in

public employment declined for the third successive year. Not only did placements on public works projects decline, but there was a further reduction in the number of relief placements. Because of the practice of the Work Project Administration of making all reassignments directly rather than through the employment service, the number of relief placements has been rather insignificant during the past 3 years. The decline in placements on public works represents a trend which has been in operation since 1936, when 2.2 million such placements were made. The figure for 1939 was about 780,000, and although placements on relief projects were relatively insignificant in most States, more than half of all place-

Table 20.—Employment service: Public placements, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1,800,589	69,505	54,890	68,705	75,493	90,697	92,194	172,805	182,566	165,285	57,777	40,516	30,066
Alabama.....	15,544	2,229	1,747	1,749	1,547	1,767	1,606	1,207	1,175	987	721	394	415
Alaska.....	3,047	25	538	175	582	624	1,183	97	111	142	141	183	183
Arizona.....	4,563	761	239	407	362	372	421	276	487	425	345	299	261
Arkansas.....	12,556	1,574	1,011	1,446	1,233	1,248	1,070	1,291	1,228	854	751	776	1,951
California.....	37,246	4,656	3,825	4,276	4,000	3,401	2,250	2,512	3,001	2,298	2,266	1,590	405
Colorado.....	9,024	151	287	132	559	1,163	1,398	1,282	1,053	718	713	448	487
Connecticut.....	11,307	883	560	503	1,067	1,344	1,246	1,292	1,155	829	1,013	883	622
Delaware.....	4,015	318	287	373	232	387	680	527	567	246	151	171	76
District of Columbia.....	4,563	276	200	309	224	415	664	380	447	399	448	436	365
Florida.....	15,528	2,963	1,889	746	1,439	1,204	1,069	1,151	1,279	798	1,218	899	903
Georgia.....	34,334	3,661	2,701	3,938	3,269	3,327	3,902	2,780	3,320	2,941	2,104	1,374	1,017
Hawaii.....	3,014	162	222	274	417	245	300	225	349	388	209	149	74
Idaho.....	8,216	308	151	497	699	812	1,066	860	1,307	1,420	549	400	207
Illinois.....	3,698	705	453	350	387	287	199	284	221	212	248	140	212
Indiana.....	4,306	392	314	355	281	417	372	540	503	488	338	220	86
Iowa.....	29,296	1,443	1,006	1,593	3,069	4,516	4,085	3,210	2,944	2,396	2,074	1,547	1,413
Kansas.....	9,415	1,248	792	884	1,108	1,148	625	776	478	645	806	378	527
Kentucky.....	12,955	1,157	578	985	1,136	1,480	1,611	1,204	1,485	1,093	1,297	517	410
Louisiana.....	12,163	1,267	1,290	2,044	1,034	1,177	1,052	750	816	893	721	602	547
Maine.....	8,020	525	239	260	481	979	1,377	959	1,303	818	632	295	152
Maryland.....	11,946	1,047	1,081	1,367	1,243	1,479	1,204	953	1,004	788	834	642	304
Massachusetts.....	12,224	753	470	652	1,263	1,457	1,881	1,565	1,631	711	807	605	429
Michigan.....	28,900	2,584	2,094	2,103	2,750	3,805	3,696	2,492	2,806	2,444	2,449	982	674
Minnesota.....	19,355	1,056	649	715	1,377	2,711	2,746	2,077	2,501	2,362	1,831	944	386
Mississippi.....	40,314	3,008	1,932	2,881	3,700	3,155	4,669	4,966	4,169	3,970	3,280	3,077	1,507
Missouri.....	13,689	1,096	854	1,338	1,340	1,791	1,396	1,367	1,281	945	1,153	826	302
Montana.....	11,512	514	383	1,016	1,708	1,489	1,270	1,295	1,339	809	827	417	444
Nebraska.....	22,218	1,157	450	1,663	2,818	3,103	2,342	2,054	2,710	2,380	1,781	1,091	669
New Hampshire.....	3,009	243	137	224	399	419	375	241	226	217	195	172	161
New Jersey.....	6,612	291	309	161	523	1,006	1,211	488	844	605	405	454	185
New Mexico.....	6,885	370	330	845	879	728	870	474	427	456	525	327	654
New York.....	5,377	500	435	421	544	759	794	515	474	267	292	149	227
North Carolina.....	45,162	3,350	3,736	3,940	4,446	4,665	4,914	3,035	3,816	4,586	3,751	2,715	2,158
North Dakota.....	44,203	3,711	3,349	4,616	4,303	4,733	4,854	3,370	3,975	3,998	3,383	2,178	1,728
Ohio.....	5,448	170	129	162	560	870	741	501	475	966	480	276	118
Oklahoma.....	19,352	2,290	1,253	1,899	1,288	2,307	2,813	2,075	1,649	1,522	1,184	687	415
Oregon.....	14,308	1,747	1,406	1,249	1,713	1,208	1,196	1,192	1,364	1,116	912	673	492
Pennsylvania.....	19,707	1,828	1,323	1,245	1,683	1,455	1,775	1,615	4,673	1,454	1,171	969	516
Rhode Island.....	30,041	1,227	773	1,611	1,717	3,148	4,296	2,594	3,356	3,501	3,794	2,540	1,479
South Carolina.....	2,978	95	126	286	229	345	371	234	373	244	296	233	141
South Dakota.....	21,473	2,110	1,912	2,020	2,117	2,623	3,000	1,967	1,858	976	1,206	1,049	635
Tennessee.....	15,408	222	323	235	672	959	644	1,272	(1)	37	470	397	172
Texas.....	14,529	1,615	1,361	1,758	1,332	1,611	1,835	926	1,365	966	819	558	389
Utah.....	65,022	6,931	6,296	7,407	6,004	7,375	7,414	5,330	5,910	3,875	3,135	2,454	2,321
Vermont.....	4,519	309	273	339	691	599	381	369	381	259	423	278	166
Virginia.....	29,880	2,743	2,477	3,655	2,945	3,544	3,376	2,881	2,937	2,250	1,602	960	614
Washington.....	9,102	203	146	436	551	761	565	834	1,833	1,080	1,051	739	610
West Virginia.....	11,779	762	753	904	804	1,616	1,274	1,410	1,370	910	892	695	394
Wisconsin.....	21,935	2,035	1,226	1,533	1,331	2,799	2,610	2,078	2,899	1,720	1,204	1,108	892
Wyoming.....	5,601	297	158	275	594	760	657	675	474	647	414	341	309

¹ South Dakota agency suspended operations July 28–Sept. 26.

ments in Alaska during 1939 were on relief projects. In Hawaii, where nearly 60 percent of all placements in 1938 were on work-relief projects, this number had dropped to 26 percent for 1939. More than 40 percent of all 1939 relief placements were accounted for by 2 States—New York and Pennsylvania.

Supplementary Placements

Employment offices also made more than a million supplementary placements during 1939 (table 21). Each of these placements indicates

that the employment service has been instrumental in bringing the worker and employer together although the service has not performed all the steps involved in a complete placement. More than a quarter million supplementary placements were made during August and September in Texas, principally in agricultural activity; for the year as a whole the Texas employment service accounted for more than half the Nation's total of supplementary placements. Because of their special character, supplementary placements are not included in figures for "total placements."

Table 21.—Employment service: Supplementary placements,¹ by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1,038,006	31,055	30,817	37,329	42,523	72,746	103,914	121,232	171,886	205,330	113,381	69,591	48,172
Alabama.....	11,840	1,835	1,027	880	616	858	1,598	1,193	1,138	612	1,008	610	665
Alaska.....	325	12	7	7	22	55	45	23	26	31	26	33	14
Arizona.....	30,103	1,969	506	2,324	3,380	1,247	1,010	2,243	626	2,379	4,153	5,674	4,602
Arkansas.....	28,598	553	1,187	3,381	1,641	5,337	5,077	1,808	1,466	3,770	2,797	669	912
California.....	48,012	2,271	1,519	2,203	3,189	5,602	4,048	3,941	7,111	5,010	7,834	3,251	2,033
Colorado.....	4,723	22	59	59	91	529	680	1,023	1,121	487	559	68	25
Connecticut.....	3,135	1,003	188	197	154	136	207	107	206	212	392	199	134
Delaware.....	573	43	20	27	22	19	22	41	48	53	68	204	6
District of Columbia.....	443	26	3	54	59	18	32	45	21	36	25	66	58
Florida.....	1,726	1,338	1,798	285	216	230	142	153	225	144	116	43	36
Georgia.....	1,812	90	189	230	151	133	145	68	81	294	229	124	78
Hawaii.....	3,230	819	273	405	405	305	261	198	239	110	91	93	31
Idaho.....	4,761	76	28	30	38	413	331	173	388	511	2,447	153	173
Illinois.....	3,361	249	178	194	232	262	240	358	411	416	323	262	237
Indiana.....	18,435	730	1,066	1,024	794	1,110	1,475	1,593	2,104	3,242	2,688	1,406	1,203
Iowa.....	3,167	747	655	125	150	230	132	246	221	136	298	155	72
Kansas.....	4,112	336	252	311	490	476	422	439	472	302	323	148	136
Kentucky.....	6,386	879	521	612	387	623	476	343	438	896	734	196	281
Louisiana.....	9,902	1,139	909	612	617	844	760	352	260	1,363	1,427	1,382	237
Maine.....	1,514	138	71	221	234	219	275	97	94	60	47	36	22
Maryland.....	1,136	141	126	95	76	135	121	125	86	47	66	61	57
Massachusetts.....	1,398	205	172	102	130	82	91	57	55	166	150	144	44
Michigan.....	4,610	1,222	956	529	263	155	157	266	178	266	168	243	207
Minnesota.....	7,489	255	243	331	602	842	1,158	892	732	836	795	499	274
Mississippi.....	10,490	371	605	848	792	839	997	1,079	1,442	1,907	789	538	283
Missouri.....	821	30	50	34	160	179	74	83	64	44	42	27	34
Montana.....	3,549	109	41	150	335	370	295	493	443	250	427	426	180
Nebraska.....	1,104	36	63	128	111	152	133	138	69	82	111	44	37
Nevada.....	660	54	41	71	102	65	49	43	30	64	67	43	26
New Hampshire.....	1,983	138	366	134	132	79	172	122	136	124	193	218	169
New Jersey.....	4,832	91	162	69	203	213	899	878	650	421	462	334	450
New Mexico.....	15,093	12	22	24	56	41	168	58	77	1,324	5,765	5,793	1,753
New York.....	10,466	70	473	1,098	858	940	1,146	996	1,202	1,089	1,082	885	627
North Carolina.....	9,542	280	354	395	550	468	2,149	352	2,422	617	1,243	361	321
North Dakota.....	1,192	85	57	43	95	116	129	133	268	109	68	36	53
Ohio.....	22,948	756	2,479	1,127	2,737	3,028	4,790	1,859	2,283	2,143	939	377	380
Oklahoma.....	5,123	198	120	316	742	637	641	231	257	612	337	608	426
Oregon.....	48,439	470	215	681	1,405	4,514	9,187	5,358	13,768	8,615	3,023	785	418
Pennsylvania.....	13,648	1,284	539	1,056	609	1,277	1,337	1,398	1,253	999	1,220	885	1,691
Rhode Island.....	638	36	133	12	69	15	52	35	86	116	28	15	41
South Carolina.....	703	114	111	63	60	73	59	49	45	24	41	51	13
South Dakota.....	985	45	13	35	87	160	100	(1)	(1)	(1)	61	44	28
Tennessee.....	83,957	514	516	775	276	2,050	22,122	17,499	2,338	21,217	11,305	4,338	1,007
Texas.....	567,565	7,795	11,609	13,541	16,589	34,949	37,220	71,332	123,803	140,768	56,261	26,235	27,463
Utah.....	6,678	424	144	351	650	741	1,297	769	838	559	529	315	61
Vermont.....	176	15	18	9	18	29	20	13	8	20	6	15	5
Virginia.....	3,865	677	172	435	226	298	264	257	460	297	345	236	198
Washington.....	8,484	250	447	522	1,041	764	926	957	1,084	682	1,352	223	236
West Virginia.....	6,366	521	614	678	406	413	470	439	421	969	312	708	415
Wisconsin.....	5,458	568	477	457	255	388	271	350	659	818	577	310	328
Wyoming.....	450	16	23	39	50	93	32	63	36	52	27	17	2

¹ See definition, p. 148.

² See footnotes 3 and 4.

³ Florida employment service not in complete operation during January and February; private placement activity largely suspended.

⁴ South Dakota agency suspended operations July 28–Sept. 26.

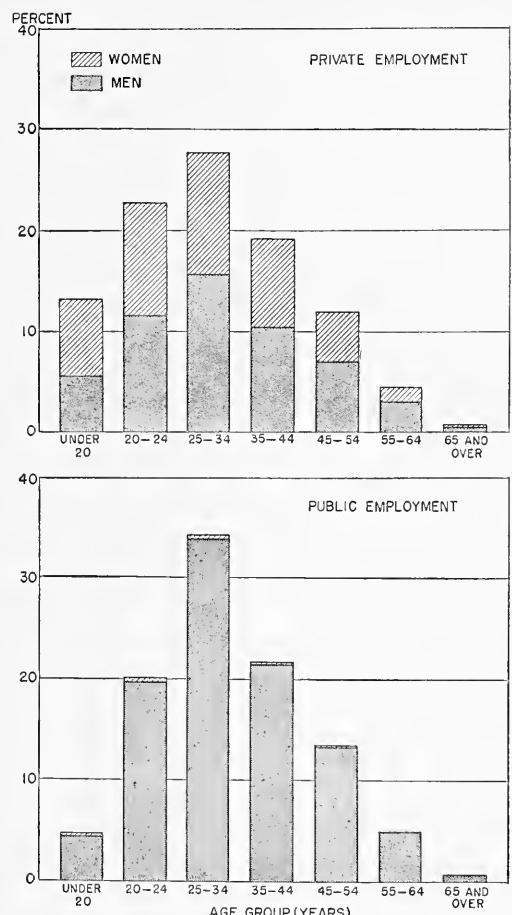
⁵ Excludes supplementary farm placements made in cooperation with Memphis, Tenn., office.

Characteristics of Workers Placed³

For several years placements of women have been increasing in number and in proportion to all placements. Women obtained 36 percent of all jobs filled through the placement activities of public employment offices in 1939 as compared with 32 percent in 1938 (table 28). In part this relative increase results from the decline in placements in public employment; as chart 13 indi-

³ In any interpretation of these data it should be remembered that they have been derived from the number of placements; the characteristics of a worker placed twice during the year are included twice.

Chart 13.—Employment service: Distribution of public and private placements of men and women by age groups, 1939¹



¹ See tables 22 and 23.

cates, very few women were placed in work-relief or other public employment.

Nearly 30 percent of all 1939 placements were made for workers aged 25-34 years (tables 22, 23, and 28). Although 612,000 placements were made for workers over 45 years of age these placements constituted only 18 percent of the total; 11 percent were for workers under 20. Placements of young women were proportionately greater than of men in the same age groups: 17 percent of the women placed were under 20 while only 8 percent of the men placed were in the lowest age group. Less than 1 percent of men and of women placed were 65 or over.

Variations are found in the age distributions for placements in public and private employment (chart 13). More than 13 percent of the jobs in private employment went to workers under 20 (mostly to women); in public employment, in which most placements are in the field of construction, only 5 percent of the jobs went to workers under 20. Although 36 percent of the placements in private employment were made for persons under 25, only 25 percent of the placements in public employment were for this age group. Persons aged 25-44 received the majority of placements (56 percent) in public employment; this age group was also the largest (47 percent) for placements in private industry. Public employment also exceeded private employment in the proportion of jobs filled by workers 45 years of age and over; this age group constituted 19 percent of the total for public employment and 17 percent for private employment.

Nearly four-fifths of all placements in 1939 were of white workers; of the remaining one-fifth, almost all were placements of Negroes.

Occupational and Industrial Differences

In private placements, those of sales and clerical workers showed the greatest increase during 1939; the 205,000 placements in sales positions represented an increase of 65 percent over the number reported in 1938 and clerical placements were 63 percent greater in number (tables 24 and 29). Placements of skilled workers also increased notably—52 percent over 1938. Together, these 3 occupational groups accounted for one-fifth of all placements with private employers during the year. The largest number of placements, however, was in the service groups. These groups

Table 22.—Employment service: Private placements of men and women, by age groups and by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		19 years and under		20-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65 years and over		
	Men and women		Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	
	Total	1,435,435	1,204,156	149,651	205,800	309,255	297,579	417,175	323,398	278,583	234,615	186,959	131,967	79,456	42,113	14,326	4,684
Alabama.....	38,548	25,352	13,196	5,041	1,746	5,019	3,352	9,075	4,633	4,918	2,225	2,784	855	1,264	277	248	48
Alaska.....	1,856	1,477	873	440	1,37	556	575	2,172	2,950	1,568	5,161	3,829	1,938	87	53	13	8
Arizona.....	26,000	27,217	8,753	2,763	1,522	3,650	2,675	3,321	3,625	3,934	4,342	3,933	1,103	961	175	23	23
Arkansas.....	41,339	37,015	11,321	3,522	2,657	3,500	3,302	2,507	2,502	2,500	2,500	2,502	1,128	977	5,111	912	57
California.....	221,530	122,152	90,378	9,000	5,077	21,566	20,363	36,530	21,979	17,988	21,979	17,988	11,128	5,111	1,014	1,014	504
Colorado.....	45,074	30,145	14,929	3,565	2,821	6,360	3,815	8,825	5,924	5,571	2,563	1,561	4,486	3,044	1,382	382	32
Connecticut.....	42,454	21,495	8,462	2,899	5,762	6,074	5,204	8,403	3,811	4,051	3,134	2,382	1,448	607	207	56	207
Delaware.....	14,146	5,687	4,862	1,625	1,062	1,568	1,726	2,439	1,317	1,317	1,317	1,317	1,072	873	402	89	76
District of Columbia.....	36,476	22,304	723	1,256	1,942	4,504	4,823	7,334	3,083	3,083	2,350	2,350	1,792	2,636	1,022	466	46
Florida.....	12,377	9,385	880	2,765	2,384	1,942	2,406	2,350	2,739	2,078	2,350	1,940	1,930	600	344	150	46
Georgia.....	55,788	35,907	19,991	3,108	3,559	8,039	5,024	11,740	6,140	6,733	3,316	3,785	1,415	1,888	441	324	86
Hawaii.....	3,016	1,862	1,154	1,155	2,151	1,951	1,955	2,268	5,449	1,659	2,277	1,190	1,068	739	203	77	5
Idaho.....	24,105	16,292	7,813	2,371	1,951	3,915	1,935	17,741	11,077	11,077	11,077	11,077	7,924	2,379	2,016	76	20
Illinois.....	83,683	66,056	69,208	8,587	13,024	16,524	17,762	10,451	11,305	5,714	7,255	5,314	1,231	1,231	1,273	246	182
Indiana.....	61,685	37,267	9,222	9,007	11,049	12,765	6,387	8,327	6,076	6,107	5,405	4,815	4,078	1,904	1,276	267	207
Kansas.....	20,268	9,087	22,649	2,118	2,832	3,502	3,017	2,603	2,967	2,966	2,616	2,482	1,766	1,088	1,911	110	38
Kentucky.....	8,449	5,126	5,126	1,020	1,514	1,865	1,707	1,707	1,708	1,708	1,708	1,708	1,456	1,456	1,456	142	116
Louisiana.....	16,457	8,449	8,008	1,020	1,020	1,514	1,514	1,707	1,707	1,708	1,708	1,708	1,456	1,456	1,456	142	116
Maine.....	51,226	32,226	22,649	2,118	2,832	3,502	3,017	2,603	2,967	2,966	2,616	2,482	1,766	1,088	1,911	110	38
Maryland.....	31,532	19,214	12,318	1,813	2,075	3,809	3,121	5,220	3,429	3,953	2,200	3,052	1,019	1,158	352	209	32
Massachusetts.....	28,411	12,519	16,192	1,336	3,025	3,905	3,125	4,235	3,211	4,272	2,125	2,451	1,006	1,232	733	662	44
Michigan.....	101,229	56,559	45,070	4,854	7,440	10,034	10,034	15,162	10,277	10,277	10,277	10,277	9,811	1,747	619	166	166
Minnesota.....	64,385	27,301	27,254	2,431	5,065	5,275	5,275	7,337	5,065	5,065	5,065	5,065	4,485	3,056	1,930	1,322	259
Mississippi.....	23,868	9,392	9,392	1,761	1,761	2,170	2,170	7,278	5,757	5,757	5,757	5,757	5,065	4,477	3,056	1,930	26
Missouri.....	37,130	9,761	7,061	2,097	4,662	4,662	4,662	5,267	5,267	5,267	5,267	5,267	4,663	3,056	1,930	1,322	259
Montana.....	9,158	7,003	9,119	7,059	9,933	1,688	1,688	2,145	2,145	2,145	2,145	2,145	1,016	3,599	1,930	1,322	259
Nebraska.....	6,440	6,303	6,110	3,333	3,333	1,263	1,263	3,333	1,263	1,263	1,263	1,263	1,017	3,599	1,930	1,322	259
Nevada.....	18,617	13,103	5,534	1,334	1,334	1,211	2,778	1,236	1,236	1,236	1,236	1,236	2,333	732	1,930	177	48
New Hampshire.....	99,575	33,452	66,123	3,725	8,255	13,523	8,732	16,077	6,289	6,289	16,077	16,077	1,417	5,065	1,930	1,322	259
New Jersey.....	21,251	15,376	15,376	1,813	2,143	3,615	3,615	1,732	1,732	1,732	1,732	1,732	1,732	1,732	1,732	1,732	177
New Mexico.....	202,110	86,753	115,336	14,418	24,910	31,160	27,504	23,411	20,860	16,332	16,332	16,332	11,779	2,455	1,011	101	15
New York.....	66,964	43,476	29,831	4,667	4,667	4,667	4,667	5,831	4,901	10,225	5,291	6,465	2,955	1,714	2,455	1,011	440
North Dakota.....	63,124	31,020	32,464	2,912	2,912	2,912	2,912	5,987	5,987	5,987	5,987	5,987	5,987	5,987	5,987	5,987	92
North Dakota.....	33,285	11,763	11,763	2,509	6,760	13,216	14,639	15,970	16,356	12,178	15,554	9,039	9,039	9,039	9,039	9,039	116
Ohio.....	123,831	61,261	61,261	6,165	8,760	12,761	12,761	14,639	15,970	15,970	15,970	15,970	15,970	15,970	15,970	15,970	266
Oklahoma.....	46,169	25,928	20,241	4,178	8,761	4,272	3,665	6,765	6,765	6,765	6,765	6,765	6,765	6,765	6,765	6,765	336
Oregon.....	50,446	38,673	11,773	1,773	1,773	1,773	1,773	1,773	1,773	1,773	1,773	1,773	1,773	1,773	1,773	1,773	130
Pennsylvania.....	94,246	38,416	55,880	3,833	12,317	9,701	14,430	11,431	12,317	9,701	14,430	11,431	6,388	7,372	4,444	2,066	395
Rhode Island.....	9,047	3,441	5,006	1,468	1,468	1,468	1,468	1,468	1,468	1,468	1,468	1,468	1,468	1,468	1,468	1,468	178
South Carolina.....	15,896	9,894	6,002	840	918	2,587	1,622	3,323	1,944	1,944	1,944	1,944	925	917	404	405	137
South Dakota.....	18,716	4,584	4,132	23,604	2,912	2,912	2,912	1,718	2,054	1,054	1,054	1,054	782	733	661	396	112
Tennessee.....	46,576	22,912	11,321	3,522	3,522	3,522	3,522	2,912	2,912	2,912	2,912	2,912	2,912	2,912	2,912	2,912	337
Texas.....	295,874	121,320	115,336	14,418	24,910	31,160	27,504	23,411	20,860	16,332	16,332	16,332	11,779	2,455	1,011	1,011	313
Utah.....	15,000	8,456	6,544	2,509	6,760	13,216	14,639	15,970	16,356	12,178	15,554	9,039	9,039	9,039	9,039	9,039	313
Vermont.....	44,327	22,003	22,003	2,509	2,509	2,509	2,509	2,509	2,509	2,509	2,509	2,509	2,509	2,509	2,509	2,509	207
Virginia.....	66,621	44,283	22,338	5,051	6,285	5,051	5,051	4,357	3,812	3,812	3,812	3,812	3,812	3,812	3,812	3,812	61
West Virginia.....	13,907	15,675	15,675	5,051	5,051	5,051	5,051	4,357	4,357	4,357	4,357	4,357	4,357	4,357	4,357	4,357	207
Wisconsin.....	63,744	30,843	20,843	3,883	3,883	3,883	3,883	3,883	3,883	3,883	3,883	3,883	3,883	3,883	3,883	3,883	29
Wyoming.....	63,744	4,883	4,883	1,840	1,840	1,840	1,840	1,840	1,840	1,840	1,840	1,840	1,840	1,840	1,840	1,840	29

¹ Excludes 709 placements with unspecified activity.

² Employment service not in complete operation during January and February; private placement activity largely suspended.

³ Agency suspended operations July 28-Sept. 26.

accounted for nearly 40 percent of all placements in private employment and for more than 60 percent of all placements of women in private employment. Jobs for unskilled labor constituted the next largest group of placements, accounting for 25 percent of the total placements in private industry and more than 40 percent of all placements of men in private industry. Because of the increasing proportion of placements in clerical, professional, and skilled jobs, the unskilled and the service groups accounted for a smaller proportion of placements in private employment than

in 1938, despite a substantial increase in their number. The smallest number of placements—some 30,000—was made in professional and kindred occupations.

The kinds of jobs available in public employment (which is principally construction) necessarily determine the occupational distribution of placements in this field. Nearly 63 percent of the placements in public employment during 1939 were in jobs requiring physical labor exclusively (table 25). Only 1 percent of the placements were in professional occupations; 2 percent were in

Table 23.—Employment service: Public placements of men and women, by age groups and by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		19 years and under		20-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65 years and over		
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
	Total	1,800,278	789,503	10,775	35,457	2,187	158,762	3,395	271,461	2,924	172,188	1,484	106,487	604	39,556	155	5,592	26
Alabama	15,544	15,422	122	690	11	3,318	37	5,977	41	3,061	18	1,710	6	502	1	74	8
Alaska	3,043	2,978	65	110	0	627	10	935	12	504	19	416	2	325	3	61	1
Arizona	4,485	4,803	65	118	7	905	22	1,778	21	1,095	8	673	4	168	3	36	0
Arkansas	12,554	12,481	123	512	14	2,789	26	4,736	43	2,512	25	1,365	9	449	1	68	1
California	37,240	36,397	905	905	171	3,672	20	19,439	271	9,162	148	6,292	54	2,230	11	210	1
Colorado	9,010	8,684	326	441	20	1,778	99	3,053	103	1,877	74	1,130	24	377	5	57	0
Connecticut	11,307	11,235	72	406	2	1,185	18	3,377	25	2,648	19	1,957	3	603	0	59	0
Delaware	4,015	3,995	20	233	1	745	2	1,295	5	887	6	577	6	205	0	50	0
District of Columbia	4,563	4,441	122	106	17	650	41	604	49	2,124	14	594	1	158	0	25	0
Florida	16,391	15,317	74	655	3	2,833	24	5,595	25	3,609	13	1,834	5	602	2	109	2
Georgia	34,287	34,108	179	2,161	20	8,122	49	12,340	76	6,607	29	3,419	4	1,250	1	209	0
Hawaii	3,013	2,982	31	150	4	737	8	1,023	10	513	4	363	182	3	14	0	
Idaho	8,204	8,120	84	373	4	1,706	27	2,665	20	1,747	26	1,213	5	377	2	39	0
Illinois	3,698	3,383	315	52	32	384	86	863	123	905	54	883	20	234	0	62	0
Indiana	4,306	3,894	412	203	41	930	102	1,218	167	739	71	550	25	211	4	43	2
Iowa	20,296	20,300	996	1,415	441	5,131	330	8,865	127	6,374	63	4,747	29	1,579	15	189	0
Kansas	9,414	9,363	51	252	5	1,721	19	3,414	10	2,136	12	1,344	4	444	0	52	1
Kentucky	12,946	12,883	63	551	1	2,448	24	4,039	23	3,034	9	1,984	4	708	2	119	0
Louisiana	12,150	11,950	200	518	21	2,824	72	4,726	76	2,453	19	1,111	11	291	1	27	0
Maine	8,014	7,990	24	425	3	1,622	10	2,633	3	1,633	3	1,094	2	485	3	98	0
Maryland	11,946	11,927	19	442	0	1,929	6	3,879	7	2,837	2	1,960	2	771	2	109	0
Massachusetts	12,224	12,111	113	578	14	2,845	35	3,961	38	2,411	22	1,622	3	620	0	74	1
Michigan	28,904	28,660	244	840	79	5,072	70	9,234	56	8,839	24	6,679	13	1,775	2	221	0
Minnesota	19,355	19,113	242	483	16	3,285	74	6,932	90	4,119	41	2,933	13	1,230	7	128	1
Mississippi	40,310	40,228	82	2,778	23	11,098	38	15,488	17	6,941	4	2,849	0	922	0	152	0
Missouri	13,682	13,601	84	767	25	3,210	29	4,603	23	2,625	6	1,595	0	682	1	119	0
Montana	11,510	11,285	225	307	30	1,774	81	3,917	50	2,547	35	1,809	23	819	6	112	0
Nebraska	22,217	21,943	274	890	44	4,548	92	7,848	95	4,657	34	2,870	6	1,031	3	99	0
Nevada	3,000	2,962	38	150	17	599	4	1,009	9	589	4	422	3	171	1	22	0
New Hampshire	6,612	6,467	145	1,158	61	1,637	36	1,486	18	947	15	772	7	386	7	81	1
New Jersey	6,884	6,610	274	367	90	1,138	123	1,932	28	1,504	22	1,112	10	399	1	68	0
New Mexico	5,377	5,285	92	296	10	1,222	38	1,999	31	1,059	9	537	4	151	0	21	0
New York	45,161	44,459	702	921	45	5,740	251	11,805	225	11,494	119	9,295	48	4,522	13	682	1
North Carolina	44,193	43,836	357	2,760	67	10,670	92	14,829	95	6,226	63	4,551	36	1,582	3	218	0
North Dakota	5,448	5,309	139	152	31	963	46	2,012	45	1,140	12	746	4	269	1	27	0
Ohio	19,382	19,063	319	957	44	3,500	68	5,819	96	4,326	68	3,057	33	1,231	8	173	2
Oklahoma	14,307	14,216	91	269	10	2,838	31	5,623	22	3,425	20	1,650	6	370	1	41	1
Oregon	19,705	19,591	114	728	41	3,012	30	5,858	21	4,762	10	3,550	8	1,501	4	180	0
Pennsylvania	30,026	29,653	373	1,366	39	6,729	108	9,983	136	5,839	63	3,724	18	1,697	9	315	0
Rhode Island	2,977	2,823	154	201	102	670	50	846	0	553	407	2	137	0	9	0	
South Carolina	21,470	21,359	111	1,056	8	5,597	35	8,010	38	3,890	18	1,971	9	746	2	89	1
South Dakota	2,5,403	5,319	84	165	6	1,007	30	1,866	37	1,122	9	804	2	324	0	31	0
Tennessee	14,529	14,488	91	527	22	2,500	20	5,274	27	3,568	15	1,885	6	594	1	90	0
Texas	65,025	64,728	294	2,292	50	14,191	120	26,698	93	14,182	28	5,856	3	1,333	0	176	0
Utah	4,517	4,452	85	128	9	789	33	1,542	32	1,043	8	699	2	198	1	33	0
Vermont	4,444	4,952	12	422	4	1,145	2	1,484	5	921	1	612	0	311	0	57	0
Virginia	28,578	29,777	102	2,076	12	5,881	25	5,569	37	6,638	22	4,060	5	1,327	0	226	0
Washington	9,100	8,675	425	601	177	1,552	163	2,723	49	1,762	16	1,362	16	555	2	60	0
West Virginia	11,779	11,715	64	572	16	2,552	18	4,098	18	2,453	8	1,403	4	550	0	87	0
Wisconsin	21,928	20,831	1,067	700	263	3,416	347	6,454	242	4,785	156	3,678	71	1,538	18	200	0
Wyoming	5,600	5,549	51	169	4	1,129	13	2,021	14	1,184	6	761	9	254	4	31	1

¹ Excludes 311 placements with age unspecified. See also footnote 2.² Agency suspended operations July 28-Sept. 26.

clerical jobs and 1 percent in service occupations; 14 percent called for craftsmen and 19 percent for production workers.

The greatest increase in 1939 placements over 1938 occurred in the fields of distribution and manufacturing (tables 26 and 30).⁴ Although constituting only slightly more than 10 percent of all placements, the 350,000 jobs in the distri-

bution field represented a gain of 70 percent over the previous year. This group includes all types of wholesale and retail trade. Placements in manufacturing which numbered 531,000 (15 percent of all placements) gained 51 percent over 1938 levels. Men were placed in slightly more than three-fifths of the manufacturing jobs filled. In 3 States (New Hampshire, Rhode Island, and Utah) a larger number of placements were made in manufacturing than in any other group.

⁴ The industrial classification used for analysis of placements differs from that for employment and pay rolls indicated on p. 149.

Table 24.—Employment service: Private placements of men and women, by major occupational groups and by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		Professional and kindred workers		Salespersons		Clerical workers		Service workers		Craftsmen		Production workers		Physical la- bor workers		
	Men and women	Men	Women	Men	Wom- en	Men	Wom- en	Men	Wom- en	Men	Wom- en	Men	Wom- en	Men	Wom- en		
Total.....	12,672,841	1,433,266	1,239,575	20,813	8,527	75,824	128,686	41,127	85,684	275,482	761,765	183,336	25,936	225,273	148,932	611,411	80,045
Alabama.....	38,553	25,352	13,201	135	34	505	1,345	356	541	2,184	4,914	3,087	629	3,651	2,657	15,404	3,081
Alaska.....	1,821	1,436	385	13	3	5	20	22	360	351	227	0	188	3	620	1	
Arizona.....	25,995	17,212	8,783	178	91	430	387	142	523	6,070	877	8	1,009	84	11,976	1,820	
Arkansas.....	41,337	27,017	14,320	66	32	646	845	219	525	2,556	8,138	1,064	74	1,127	494	21,339	4,302
California.....	221,608	122,197	99,411	5,096	3,106	6,002	9,593	4,191	10,194	22,295	58,804	14,299	817	12,907	12,827	57,494	4,070
Colorado.....	45,060	30,138	14,922	272	83	1,252	672	615	1,160	3,494	11,021	1,754	181	4,999	662	9,752	1,143
Connecticut.....	42,416	21,457	20,299	301	94	668	1,661	1,129	1,537	4,592	11,875	4,997	858	4,521	4,518	4,949	386
Delaware.....	14,083	5,621	8,462	446	10	165	380	85	191	744	4,759	1,143	49	489	538	2,549	2,535
District of Columbia.....	36,066	13,770	22,295	154	36	737	1,116	705	1,267	6,285	19,473	2,258	32	1,030	315	2,601	57
Florida.....	21,792	12,403	9,389	323	49	529	401	458	703	1,367	3,729	1,269	66	2,321	4,044	5,636	298
Georgia.....	55,830	35,835	19,992	463	134	1,085	1,403	1,150	987	5,766	8,385	4,449	909	5,072	4,411	17,852	3,763
Hawaii.....	3,017	1,362	1,155	26	3	36	50	47	65	482	1,002	335	3	118	12	818	20
Idaho.....	24,080	16,269	7,811	86	76	419	385	119	204	1,407	6,047	915	160	2,604	202	10,719	737
Illinois.....	135,263	66,057	69,206	730	44	4,313	6,791	2,519	5,993	16,637	46,281	8,304	766	10,628	7,090	22,926	2,043
Indiana.....	53,669	37,253	46,416	731	247	3,732	6,471	1,379	4,323	8,358	30,096	5,849	470	5,134	2,477	12,070	2,332
Iowa.....	61,085	32,719	25,366	324	134	2,376	3,663	822	2,224	6,644	19,678	3,907	150	5,910	1,910	12,706	607
Kansas.....	24,485	13,754	10,704	107	43	1,008	1,012	402	561	3,374	8,522	1,420	24	2,024	407	5,419	135
Kentucky.....	20,289	9,986	10,303	81	77	706	1,649	497	941	2,399	6,369	1,311	101	2,032	486	2,960	680
Louisiana.....	51,872	29,184	22,688	237	67	1,103	1,877	665	1,262	4,927	15,445	3,445	203	2,682	2,854	16,125	980
Maine.....	16,427	8,424	8,003	51	21	379	585	225	300	1,132	4,174	2,656	707	1,308	980	2,673	1,227
Maryland.....	31,465	19,157	12,301	205	52	759	1,023	851	1,289	2,898	7,153	6,276	279	3,177	4,488	5,791	1,027
Massachusetts.....	28,579	12,540	19,191	57	1,213	1,857	610	1,165	2,375	8,690	3,806	942	2,245	2,781	2,100	547	
Michigan.....	101,630	56,500	45,070	1,467	182	3,570	4,084	1,233	3,007	8,279	31,504	11,314	909	11,214	3,651	19,413	1,733
Minnesota.....	54,567	27,287	27,280	155	83	1,458	1,690	565	1,555	3,373	22,517	2,906	207	7,394	709	11,436	519
Mississippi.....	23,871	14,479	9,392	57	32	373	1,454	214	384	1,832	3,614	749	353	1,654	1,371	9,600	2,184
Missouri.....	66,907	37,079	29,828	423	238	2,836	2,584	2,061	3,057	6,566	15,947	5,204	1,448	3,245	2,320	17,194	3,324
Montana.....	9,762	7,063	2,699	35	6	201	146	89	101	509	2,403	844	17	1,846	18	3,539	8
Nebraska.....	16,609	9,120	7,489	89	37	740	609	247	757	2,284	5,726	727	39	1,108	108	18,395	136
Nevada.....	9,817	6,455	3,362	54	5	322	292	76	103	1,015	2,877	1,293	14	729	69	2,966	2
New Hampshire.....	18,602	13,092	5,610	22	11	300	356	103	207	1,080	3,604	1,564	503	1,634	722	3,889	107
New Jersey.....	99,570	33,449	66,121	527	120	2,817	3,357	1,618	3,121	6,999	40,893	8,348	1,837	4,706	12,671	8,434	4,122
New Mexico.....	21,294	15,966	5,328	385	57	206	267	110	224	648	3,085	461	12	1,524	52	12,632	1,631
New York.....	201,361	86,218	115,143	1,773	1,115	4,575	10,108	4,794	16,509	21,661	55,346	15,306	3,258	12,583	14,855	25,626	3,949
North Carolina.....	63,333	31,010	32,323	323	89	1,800	2,112	1,722	1,323	10,032	19,019	4,248	1,475	3,992	6,597	9,901	1,708
North Dakota.....	31,289	22,285	9,004	46	12	362	306	277	363	1,292	7,494	430	5	6,172	775	13,706	49
Ohio.....	128,895	61,215	67,680	1,220	188	6,097	5,826	1,838	4,584	14,361	49,917	8,849	648	8,167	3,296	20,083	3,254
Oklahoma.....	46,146	25,912	20,234	120	55	913	946	718	781	4,752	13,985	1,164	75	2,241	1,265	15,974	3,127
Oregon.....	49,743	37,976	11,772	341	90	387	460	270	556	2,794	5,229	2,055	154	8,126	2,703	23,103	2,580
Pennsylvania.....	94,164	38,356	55,808	804	256	3,827	8,130	1,869	8,079	4,930	33,661	9,570	2,029	6,222	7,327	11,134	1,326
Rhode Island.....	9,039	3,440	5,399	49	27	214	369	286	554	679	2,511	1,073	736	568	1,223	571	179
South Carolina.....	15,900	9,896	6,004	34	4	251	421	209	188	2,339	3,618	1,218	368	1,375	912	4,470	483
South Dakota.....	8,717	4,585	4,132	24	17	326	419	59	205	1,022	3,058	401	16	1,093	388	4,750	39
Tennessee.....	46,575	22,912	23,663	188	93	1,045	1,722	799	958	5,460	14,393	2,200	995	2,099	2,276	11,121	3,226
Texas.....	295,875	180,290	115,355	858	322	9,233	29,031	3,167	8,621	54,529	58,817	13,569	1,483	34,717	18,802	64,255	3,609
Utah.....	14,996	8,457	6,538	399	25	246	760	119	222	358	2,245	500	23	1,921	2,446	5,604	766
Vermont.....	9,069	5,162	5,305	32	13	170	337	83	171	809	3,134	533	19	1,094	141	2,333	99
Virginia.....	44,238	21,148	22,315	165	36	733	1,411	362	554	4,134	10,086	4,300	610	4,724	7,239	27,500	1,479
Washington.....	66,624	44,284	22,330	457	569	1,632	2,931	721	792	3,032	7,881	2,419	327	8,693	3,187	27,500	6,643
West Virginia.....	29,208	13,547	15,161	157	3	1,141	1,622	383	391	1,620	12,268	3,073	200	1,728	599	5,415	139
Wisconsin.....	63,559	30,691	32,668	323	112	1,988	3,612	817	1,973	5,207	23,807	4,167	459	6,149	1,077	12,040	1,828
Wyoming.....	6,723	4,884	1,839	10	5	110	144	90	107	607	1,555	203	2	487	12	3,377	14

¹ Excludes 3,459 placements with occupation unspecified. See also footnotes 2 and 3.

² Employment service not in complete operation during January and February; private placement activity largely suspended.

³ Agency suspended operations July 28-Sept. 26.

Personal service, hotels, restaurants, and amusements constituted the largest single industrial group of placements for the country as a whole. This group, with 1,058,000 placements, accounted for 30 percent of the total and provided more placements than any other group in 21 States⁵ (table 26).

Building and construction activity, in which the second greatest number of placements was made,

⁵ California, Connecticut, Delaware, District of Columbia, Illinois, Indiana, Kansas, Louisiana, Michigan, Minnesota, Missouri, Nevada, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Tennessee, Texas, West Virginia, and Wisconsin.

Table 25.—Employment service: Public placements of men and women, by major occupational groups and by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total			Professional and kindred workers		Salespersons		Clerical workers		Service workers		Craftsmen		Production workers		Physical labor workers	
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
	Total	1,799,677	789,031	10,646	7,248	1,966	414	28	7,694	6,134	9,173	2,137	113,395	59	148,168	200	502,939	12
Alabama	15,544	15,422	122	169	37	0	0	63	82	44	2	2,726	0	2,252	1	10,168	0
Alaska	3,043	2,978	65	14	0	0	1	15	9	23	54	116	0	124	1	2,686	0
Arizona	4,866	4,801	65	65	11	0	0	36	48	108	6	795	0	920	0	2,877	0
Arkansas	12,556	12,433	123	168	13	3	1	75	71	67	38	1,175	0	1,638	0	9,307	0
California	37,246	36,311	935	468	104	6	6	659	592	904	223	7,364	1	7,634	8	19,276	0
Colorado	9,011	8,685	326	199	225	1	0	244	86	79	11	431	0	2,430	2	5,301	0
Connecticut	11,307	11,235	72	156	17	10	0	323	42	203	13	1,232	0	2,529	0	6,782	0
Delaware	4,013	3,993	20	31	9	0	0	22	9	25	2	556	0	554	0	2,805	0
District of Columbia	4,563	4,411	122	33	10	1	0	141	101	140	5	579	0	673	6	2,869	0
Florida	15,409	15,335	71	125	6	5	0	184	54	133	12	2,013	1	1,921	1	10,954	0
Georgia	34,330	34,150	180	380	26	0	1	106	137	214	13	5,730	1	4,202	1	23,518	1
Hawaii	3,013	2,982	31	17	2	0	0	18	17	17	7	240	0	260	1	2,421	0
Idaho	8,215	8,130	85	46	2	1	2	30	44	138	33	962	0	2,704	3	4,249	1
Illinois	3,698	3,383	315	130	119	320	1	385	155	93	40	237	0	240	0	1,978	0
Indiana	4,308	3,894	412	132	17	2	0	53	245	155	97	323	0	266	3	2,963	0
Iowa	29,204	28,246	958	261	184	0	1	379	481	412	249	3,240	1	6,656	42	17,298	0
Kansas	9,415	9,364	51	46	6	0	0	51	34	85	11	1,154	0	1,367	0	6,661	0
Kentucky	12,941	12,878	63	56	4	0	1	40	52	50	5	2,447	0	1,509	0	8,776	0
Louisiana	12,163	11,963	200	75	43	2	0	136	130	77	27	878	0	886	0	9,906	0
Maine	8,015	7,991	24	39	2	0	0	16	12	32	7	1,143	2	1,403	1	5,358	0
Maryland	11,943	11,924	19	43	2	5	0	23	15	90	1	2,962	0	1,660	1	7,141	0
Massachusetts	12,222	12,111	113	133	28	1	0	17	26	227	59	1,621	0	4,244	0	5,868	0
Michigan	28,504	28,662	244	280	27	0	0	218	176	290	39	5,346	0	6,749	2	15,779	0
Minnesota	19,246	19,104	242	113	17	1	0	124	146	108	77	2,360	0	5,350	2	11,048	0
Mississippi	40,250	40,204	52	67	3	5	0	129	42	107	6	1,898	0	6,321	0	31,677	0
Missouri	13,584	13,510	84	29	14	1	0	119	63	34	5	1,181	0	1,535	2	10,701	0
Montana	11,502	11,277	225	213	26	2	0	160	149	136	30	2,137	7	2,573	12	6,056	0
Nebraska	22,206	21,932	274	201	132	1	3	219	126	149	12	2,353	0	4,604	1	14,405	0
Nevada	3,001	2,963	35	13	4	0	0	31	22	52	11	375	0	620	1	1,872	0
New Hampshire	6,601	6,457	144	25	6	0	1	111	82	83	52	608	0	1,459	0	4,171	3
New Jersey	6,855	6,611	274	431	13	1	0	251	215	73	40	930	0	993	0	3,832	6
New Mexico	5,359	5,268	91	78	9	0	1	35	72	70	8	373	0	1,525	1	3,187	0
New York	45,111	44,412	669	566	155	4	0	638	349	791	141	12,284	0	11,340	21	18,819	3
North Carolina	44,187	43,830	357	223	138	7	0	116	161	267	43	8,115	0	5,018	11	30,075	0
North Dakota	5,443	5,309	129	54	45	0	0	31	80	42	4	558	0	2,550	0	2,274	0
Ohio	19,382	19,093	319	180	22	2	1	113	166	234	128	2,479	0	2,416	2	13,595	0
Oklahoma	14,308	14,217	91	50	16	1	0	47	49	63	24	1,602	1	2,136	1	10,318	0
Oregon	19,657	19,543	114	160	16	0	0	285	77	532	13	2,948	2	7,681	6	8,587	0
Pennsylvania	30,027	29,654	373	340	52	1	3	633	291	91	23	3,520	0	4,638	3	20,431	1
Rhode Island	2,973	2,824	154	13	3	0	0	76	108	25	6	372	36	379	1	1,959	0
South Carolina	21,473	21,362	111	113	32	11	0	76	65	317	13	2,994	0	3,801	1	14,045	0
South Dakota	2,540	5,316	84	61	37	0	1	30	38	153	7	320	0	2,415	1	2,337	0
Tennessee	14,522	14,431	91	123	0	0	0	60	17	109	6	1,924	0	1,585	44	10,250	24
Texas	65,022	64,728	294	272	13	7	0	258	267	655	13	5,217	1	12,572	0	45,747	0
Utah	4,512	4,430	82	58	2	3	0	53	73	35	7	461	0	988	0	2,832	0
Vermont	4,963	4,951	12	46	4	0	0	17	7	5	1	724	0	1,096	0	3,063	0
Virginia	20,863	20,767	101	121	23	0	1	354	65	232	10	6,506	0	3,660	2	18,891	0
Washington	8,966	8,507	399	112	9	2	0	175	252	300	121	1,087	4	3,029	13	3,862	0
West Virginia	11,769	11,705	64	61	2	3	3	63	46	47	13	1,297	0	1,976	0	8,288	0
Wisconsin	21,714	20,617	1,097	419	232	4	1	244	451	628	233	4,639	2	2,420	2	12,254	71
Wyoming	5,599	5,547	52	15	0	1	0	12	31	79	21	863	0	1,405	0	3,172	0

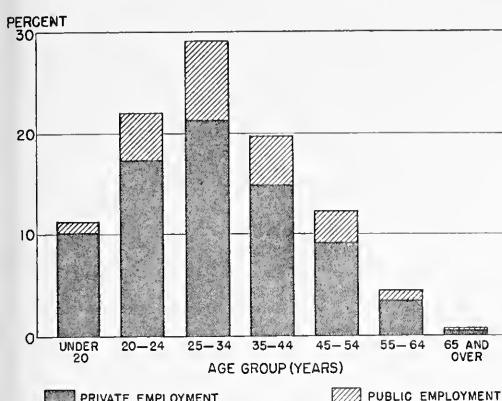
¹ Excludes 912 placements with occupation unspecified. See also footnote 2.

accounted for nearly one-fourth of all placement made during the year. Of the 843,000 placements in this field, five-sixths were in public construction. Placements in private construction however, showed a much greater increase over 1938, advancing 29 percent, while placements in public construction increased only 5 percent. In 18 States⁶ this group provided the largest proportion of placements.

Agriculture accounted for 10 percent of all com-

⁶ Alabama, Florida, Georgia, Hawaii, Iowa, Kentucky, Maine, Maryland, Massachusetts, Mississippi, Montana, Nebraska, North Carolina, South Carolina, South Dakota, Vermont, Wyoming.

Chart 14.—Employment service: Distribution of public and private placements by age groups, 1939¹



¹ See tables 22 and 23.

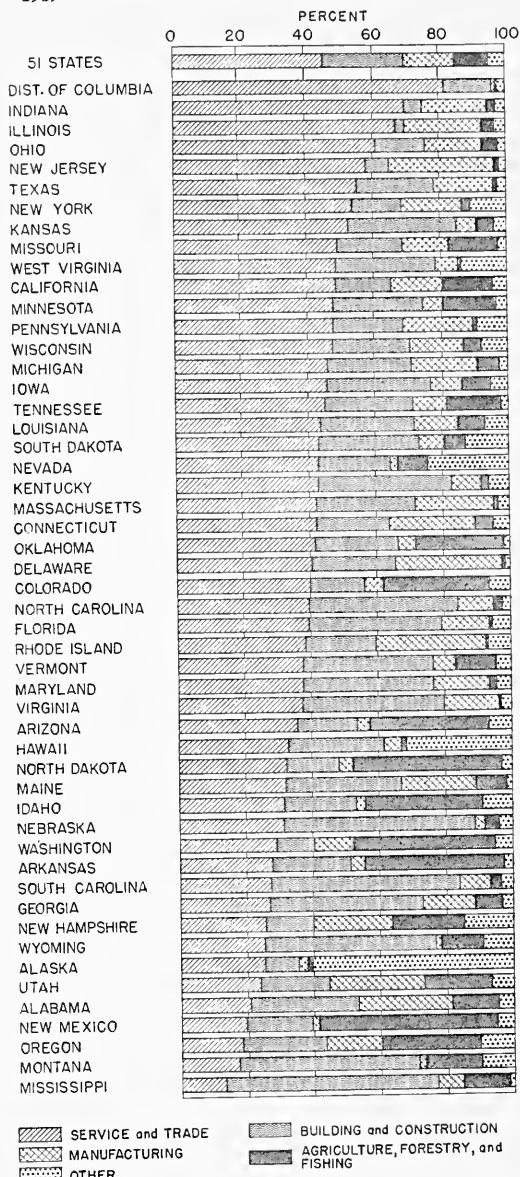
plete placements for the year and was the most important field of placement activity in 8 States.⁷ The 348,000 complete placements reported for agriculture, however, represent only a fraction of the placement activities of the public employment offices in agricultural work since very large numbers of supplementary placements are farm placements. Although exact figures for supplementary placements in agriculture in 1939 are not available, it is known that the number exceeded by a wide margin the number of complete placements reported. All but a small proportion of the 568,000 supplementary placements in Texas were in agriculture. It might be noted that in most cases supplementary placements in agriculture differ from complete placements only in that incomplete registrations of workers are taken. Complete registrations are not practicable in many cases because of the mass character of many agricultural placements.

Although relatively small in total volume, placements in three groups—professional, commercial, and mechanical services; transportation, communication, and public utilities; and mining—made notable gains in 1939 in comparison with 1938. All showed increases of more than 30 percent.

Variations in the industrial distribution of placements are shown in chart 15. Service and distribution (trade) combined was most often the

dominant group in 1939, but the part played by building and construction in the placement activities of the States was also significant. In most of

Chart 15.—Employment service: Percentage distribution of placements by industrial divisions, 51 States, 1939¹



¹ See table 26. "Service and trade" includes distribution and the 2 major service groups in that table.

⁷ Arizona, Arkansas, Colorado, Idaho, New Mexico, North Dakota, Oregon, and Washington.

Table 26.—Employment service: All placements of men and women, by industrial groups and by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		Agriculture, forestry, and fishing		Mining		Building and construction		Manufactur- ing		Professional, commercial, and mechan- ical services		Distribution		Personal serv- ices, hotels, restaurants, and amuse- ments		Governmental service		Transporta- tion, com- munication, and public utilities		Work-relief projects											
	Men and women		Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women								
	Total	3,476,611	2,225,498	1,251,113	307,673	40,755	19,938	306,541	327	1,402	322	277	209,175	108,258	57,965	170,131	179,600	309,785	748,371	42,728	6,461	56,989	3,137	46,691	3,941							
Alabama	54,099	40,776	13,323	5,399	2,067	690	2	17,614	8	11,041	4,454	741	412	1,387	1,581	2,266	4,944	100	37	809	34	850	34	850								
Alaska	4,907	4,455	1,452	922	2	213	1	6,456	6	1,120	3	69	13	137	15	665	332	138	127	677	34	2,412	53	94								
Arizona	30,879	22,028	9,861	3,822	1,851	672	14	6,356	14	1,144	118	604	729	452	833	6,015	1,015	127	19	637	34	482	34	482								
Arkansas	33,898	21,455	14,455	6,531	3,455	1,311	10	12,735	14	2,000	780	780	413	882	882	808	1,210	208	1,210	632	511	34	632	511	34	632						
California	228,894	158,614	100,350	35,147	11,181	1,389	33	45,380	117	23,508	15,637	8,790	730	310	11,410	13,029	5,638	4,459	884	303	533	140	91	345	140	91	345					
Colorado	54,085	38,881	15,254	6,200	2,990	970	12	6,000	9	1,048	1,449	6,000	570	1,233	4,573	1,387	1,387	715	35	408	91	91	345	91	91	345						
Connecticut	33,722	32,731	21,831	2,600	1,233	26	0	11,813	19	7,842	6,048	1,039	943	2,284	4,500	11,356	1,708	64	729	30	44	91	91	345	91	91	345					
Delaware	18,101	9,682	8,739	1,222	631	1	0	4,635	10	6,092	2,459	1,454	470	1,233	4,663	1,066	1,066	122	48	13	48	13	48	13	48	13	48					
District of Columbia	3,177,352	27,883	9,639	1,366	72	88	1	4,866	39	2,792	2,527	671	3,387	6,142	2,336	2,183	3,752	562	36	484	41	939	28	939	28	939	28	939				
Florida	70,006	20,217	5,456	1,731	1,731	176	36	8,469	5,947	4,747	508	432	3,232	6,100	8,532	332	148	2,037	58	58	58	58	58	58	58	58	58	58				
Georgia	90,222	50,507	20,507	6,000	2,186	51	0	1,742	2	2,288	114	114	477	144	97	556	982	220	148	2,037	34	1,583	19	1,583	19	1,583	19	1,583	19			
Hawaii	6,623	4,517	2,186	1,186	782	0	0	1,742	12	6,160	3,333	6,631	326	1,006	6,042	1,012	44,944	2,146	1,012	35	13	54	2	54	2	54	2	54	2			
Idaho	23,329	24,131	10,000	1,454	1,454	291	0	8,098	14	4,353	1,091	9,991	830	9,199	10,042	10,413	8,996	8,233	1,012	639	159	342	214	342	214	342	214	342	214			
Illinois	132,965	69,443	63,505	13,505	6,259	6,259	14	8,456	13	2,000	1,041	6,356	3,634	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356	8,356				
Indiana	90,383	41,161	29,363	6,932	4,577	4,577	13	8,155	14	2,000	1,041	6,320	2,516	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731				
Iowa	50,874	22,119	10,755	2,222	1,755	1,755	14	1,755	15	4,577	2,516	5,731	2,516	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731					
Kansas	33,274	18,874	10,500	2,166	1,637	1,637	14	1,755	15	4,577	2,516	5,731	2,516	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731					
Louisiana	33,435	22,880	10,500	2,166	1,637	1,637	14	1,755	15	4,577	2,516	5,731	2,516	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731	5,731					
Maine	24,484	16,450	8,034	2,176	50	50	0	8,538	8	2,596	2,596	2,596	400	2,596	2,596	2,596	2,596	2,596	2,596	402	4,083	41	16	312	50	8	120	50	8			
Maryland	43,490	31,143	12,337	931	34	34	0	12,227	50	5,012	4,537	5,012	1,755	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012	5,012				
Massachusetts	40,965	31,160	16,305	6,600	5,874	5,874	91	92	16	12,227	92	16	12,227	92	16	12,227	92	16	12,227	92	16	12,227	92	16	12,227	92	16	12,227				
Michigan	85,225	45,315	24,600	2,000	1,631	1,631	31	11,330	338	11,330	338	11,330	338	11,330	338	11,330	338	11,330	338	11,330	338	11,330	338	11,330	338	11,330	338	11,330	338			
Minnesota	64,189	54,714	9,475	2,222	1,632	1,632	20	2,025	21	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433			
Mississippi	64,036	41,638	22,880	4,777	3,434	3,434	21	2,025	22	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433			
Louisiana	21,277	18,355	9,000	2,000	1,632	1,632	23	2,025	24	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433			
Montana	10,626	8,000	3,600	1,000	734	734	24	2,025	25	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433			
Nebraska	8,827	3,104	3,000	763	763	763	25	2,025	26	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433	10	4,045	3,433			
Nevada	12,329	9,429	3,402	1,000	146	146	26	1,801	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28			
New Hampshire	25,626	15,659	5,420	1,000	146	146	27	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28	2,025	28			
New Jersey	106,452	49,064	65,325	14,414	11,769	11,769	34	7,414	42	14,316	19,907	2,054	1,339	4,003	5,144	7,219	40,412	649	85	775	62	561	184	561	184	561	184	561	184			
New Mexico	26,637	13,131	11,036	3,600	3,232	3,232	25	7,414	27	5,255	5,255	10	5,255	2,054	1,339	4,003	5,144	7,219	40,412	649	85	775	62	561	184	561	184	561	184	561	184	
New York	297,277	131,941	116,036	37,813	31,759	31,759	26	1,744	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173
North Carolina	107,625	54,729	54,729	19,944	11,519	11,519	27	1,744	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173
Tennessee	38,738	27,394	9,144	3,600	2,456	2,456	28	1,744	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173
Texas	143,314	81,000	68,014	20,322	13,154	13,154	29	1,744	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173
Oklahoma	10,701	4,074	4,074	10,415	8,000	8,000	30	1,744	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173
Pennsylvania	124,167	68,172	55,172	11,889	9,344	9,344	31	1,744	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173
Rhode Island	12,025	6,265	5,760	1,000	822	822	32	1,744	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173
South Carolina	37,373	31,258	6,116	7,14	6,116	7,14	357	2,025	23,366	7,215	11,930	12,931	16,575	20,506	63,555	1,586	406	9,785	310	176	173	310	176	173	310	176	173	310	176	173		

the States, placements in manufacturing were a comparatively small proportion of the total.

Applications and Active File

When a worker applies for a job at a public employment office, his qualifications and characteristics are recorded. If there is no previous record of him at the office he is classified as a new applicant; and as long as he maintains contact with the office and gives assurance of his readiness to accept employment, his application is kept in the active file. Data on applications and the active file

provide a source of information pertaining to the registered job seekers of the country—their number, location, aptitudes, age, sex, race, occupation, former industry, and relief status.

A combination of factors brought the number of applications received during 1939 to the highest total for any year in the history of the service (table 17). Although applications received during the first 7 months of the year were about 6 percent below the total for the same period of 1938, the large volume of applications in the fall raised the 1939 total to more than 15 million—3 percent above

Table 27.—*Employment service: Placements, applications, and active file, by States, 1938 and 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Complete placements						Total applications		Active file	
	Total		Private employment		Public employment		1938	1939	Dec. 31, 1938	Dec. 31, 1939
	1938	1939	1938	1939	1938	1939				
Total	1 2,701,178	1 3,476,889	1 1,885,409	1 2,676,300	815,769	1 800,580	1 14,597,708	1 15,094,851	1 7,215,073	5,746,146
Alabama	52,200	64,099	32,734	38,655	19,466	15,544	291,274	248,371	150,469	149,339
Alaska	3,618	4,908	1,126	1,861	2,492	3,047	5,767	9,849	1,626	2,706
Arizona	22,369	30,896	15,878	26,028	6,491	4,868	66,993	76,315	22,054	21,748
Arkansas	33,565	53,896	25,320	41,340	8,245	12,566	105,567	108,113	73,388	57,167
California	223,297	258,865	169,548	221,619	53,749	37,246	1,072,253	1,347,030	319,732	354,375
Colorado	45,419	54,087	34,689	45,075	10,730	9,012	141,289	195,201	46,551	64,511
Connecticut	35,015	53,762	28,117	42,455	6,898	11,307	225,560	213,812	110,543	81,230
Delaware	13,506	18,164	9,887	14,149	3,619	4,015	34,884	46,547	14,134	11,535
District of Columbia	27,969	40,644	25,681	36,081	2,288	4,563	119,285	112,562	55,022	34,170
Florida	1 16,470	1 37,503	1 132	1 21,975	1 15,438	1 15,528	1 79,842	1 169,120	1 108,943	80,907
Georgia	62,078	90,222	24,347	55,888	37,731	34,334	233,496	304,625	132,972	187,783
Hawaii	7,096	6,033	1,471	3,019	5,625	3,014	12,208	18,145	6,056	9,651
Idaho	25,318	32,331	17,376	24,115	7,942	8,216	90,262	72,622	22,605	16,722
Illinois	148,374	138,968	127,217	135,270	21,157	3,698	527,421	517,745	305,259	181,658
Indiana	57,819	87,989	52,973	83,683	4,846	4,306	473,657	451,040	221,127	195,998
Iowa	75,959	90,383	44,745	61,087	31,214	29,296	212,622	212,309	100,962	91,991
Kansas	30,628	33,874	12,228	24,459	18,400	9,415	123,423	169,752	66,524	37,199
Kentucky	24,730	33,256	10,306	20,301	14,424	12,955	162,296	235,014	98,034	76,853
Louisiana	41,803	64,036	30,776	51,873	11,027	12,163	255,471	254,435	120,216	106,424
Maine	18,686	24,487	10,405	16,467	8,281	8,020	142,197	113,691	51,293	33,987
Maryland	31,358	43,480	21,134	31,534	10,224	11,946	235,183	238,448	70,959	59,441
Massachusetts	24,963	40,965	19,030	28,741	5,933	12,224	359,728	356,265	324,368	180,168
Michigan	64,651	130,543	43,305	101,634	21,346	28,909	842,265	666,859	413,552	209,003
Minnesota	60,628	73,942	46,084	64,587	14,514	19,355	228,124	203,882	124,816	82,816
Mississippi	53,843	64,189	14,975	23,875	38,868	40,314	255,443	255,221	85,293	84,790
Missouri	42,341	80,674	30,461	66,985	11,880	13,689	281,543	435,325	187,691	158,546
Montana	24,667	21,279	12,610	9,767	12,057	11,512	63,537	54,211	33,180	28,620
Nebraska	35,604	38,827	13,946	16,609	21,658	22,218	100,316	110,798	42,216	47,894
Nevada	10,314	12,831	6,435	9,822	3,879	3,009	22,021	31,223	3,973	6,591
New Hampshire	17,508	25,229	13,888	18,617	3,620	6,612	97,403	80,068	35,052	21,706
New Jersey	41,910	106,463	38,464	99,578	3,446	6,885	329,080	538,089	234,126	270,246
New Mexico	36,609	26,688	31,192	21,311	5,417	5,377	59,829	60,317	37,296	35,397
New York	165,223	247,286	129,916	202,124	35,307	49,162	2,023,415	1,838,560	580,357	565,758
North Carolina	89,681	107,634	57,049	63,431	32,632	44,203	373,205	311,801	155,142	87,973
North Dakota	35,175	36,738	29,153	31,290	6,022	5,448	65,595	66,070	28,483	23,576
Ohio	98,695	148,314	72,182	128,932	26,513	38,382	645,206	845,856	448,436	250,954
Oklahoma	43,698	60,477	32,431	46,169	11,267	14,308	169,507	205,158	58,744	87,153
Oregon	44,756	70,167	25,482	50,460	16,274	19,707	170,847	161,035	85,827	42,071
Pennsylvania	112,175	124,310	71,536	94,269	40,639	30,041	1,171,939	1,270,220	1,027,812	413,439
Rhode Island	10,572	12,025	8,093	9,047	2,479	2,975	91,516	96,305	69,135	37,531
South Carolina	28,061	37,373	8,636	15,900	19,425	21,473	154,305	128,861	131,900	104,579
South Dakota	17,996	14,121	8,765	18,718	9,231	5,403	43,949	37,948	35,663	30,998
Tennessee	44,113	61,106	27,205	46,575	18,908	14,529	167,459	167,263	145,618	134,731
Texas	378,266	360,897	209,575	205,875	68,637	65,022	824,638	654,692	222,536	301,004
Utah	14,760	19,523	9,678	15,004	5,082	4,519	76,380	112,897	18,894	23,437
Vermont	10,446	14,033	6,692	9,069	3,754	4,961	44,881	36,914	16,657	15,540
Virginia	59,135	74,212	30,678	44,322	28,457	29,880	272,149	257,399	50,372	52,720
Washington	23,281	75,729	16,137	66,627	7,144	9,102	171,367	228,603	135,195	114,051
West Virginia	33,799	41,370	19,815	29,501	13,984	11,779	303,965	251,935	158,454	74,733
Wisconsin	67,239	85,736	47,349	63,801	19,890	21,935	446,751	341,529	137,509	168,713
Wyoming	12,792	12,325	5,603	6,724	7,189	5,601	38,485	42,847	9,305	9,013

¹ Florida employment service not in complete operation during 1938 and January and February 1939; private placement activity largely suspended.

² See footnotes 1 and 3.

³ South Dakota agency suspended operations July 28-Sept. 26.

Table 28.—Employment service: All placements of men and women, by age and race, 1938 and 1939¹

Age (years)	Total			Men			Women		
	Total	White	Other	Total	White	Other	Total	White	Other
1938									
Total.....	2,701,178	2,113,988	587,190	1,845,417	1,448,421	396,936	855,761	665,567	190,1
20 and under.....	398,202	320,667	67,525	208,323	167,361	40,662	188,879	163,306	26,5
21-24.....	456,870	364,724	92,146	302,906	243,902	63,004	149,964	120,822	29,1
25-34.....	793,099	595,336	197,763	579,466	439,047	134,419	219,633	156,289	63,3
35-44.....	556,727	421,174	135,553	388,548	299,880	88,668	168,797	121,294	46,8
45-54.....	345,654	278,583	67,071	251,107	202,572	48,535	94,547	76,011	18,5
55-64.....	127,630	105,733	21,897	97,629	80,671	16,958	30,001	25,062	4,9
65 and over.....	21,969	17,108	4,861	18,603	14,417	4,186	3,366	2,691	6
Unknown.....	1,027	663	364	835	571	264	192	92	1
1939									
Total.....	3,476,889	2,765,844	711,045	2,225,665	1,783,663	442,002	1,251,224	982,181	269,0
20 and under.....	556,631	478,206	78,425	273,657	231,538	42,119	282,974	246,668	36,30
21-24.....	605,455	493,698	111,757	379,468	310,363	69,105	225,987	183,335	42,6
25-34.....	1,014,958	769,594	245,364	688,636	534,268	154,368	326,322	235,326	90,9
35-44.....	686,870	521,495	165,375	450,771	350,280	100,491	236,099	171,215	64,8
45-54.....	426,017	345,929	80,088	293,446	240,058	53,388	132,571	105,871	26,7
55-64.....	161,310	136,212	25,098	119,042	100,536	18,506	42,268	35,676	6,5
65 and over.....	24,628	19,997	4,631	19,918	16,105	3,813	4,710	3,892	8
Unknown.....	1,020	713	307	727	515	212	293	198	1

¹ Excludes supplementary placements shown in table 21, p. 133.

the 1938 total and slightly greater than the previous high mark of 1934.

The major factors contributing to the gain were the beginning of unemployment compensation payments in 20 States during the year, the action taken by WPA authorities in requiring certified workers to register at public employment offices, and registrations by workers such as farm hands,

cannery workers, construction workers, and others who are normally laid off in the late fall months.

Unemployment compensation laws require that all claimants for benefits be registered at public employment offices. During January claims for benefits were received for the first time in 18 States and in July the last 2 of the 51 jurisdictions in the unemployment compensation program began ben-

Table 29.—Employment service: Private placements of men and women, by occupation and race, 1938 and 1939

Occupation	Total			Men			Women		
	Total	White	Other	Total	White	Other	Total	White	Other
1938									
Total.....	1,885,409	1,445,403	440,006	1,043,536	793,036	250,500	841,873	652,367	189,50
Professional and kindred workers.....	23,378	22,732	646	15,994	15,425	569	7,384	7,307	7
Salespersons.....	124,066	121,258	2,808	47,197	46,453	744	76,869	74,805	2,06
Clerical workers.....	78,012	77,315	637	24,238	23,997	241	53,774	53,318	45
Service workers.....	726,419	517,815	208,604	184,276	121,927	62,349	542,143	395,888	146,25
Craftsmen.....	137,827	129,741	8,056	120,411	113,236	7,175	17,416	16,505	91
Production workers.....	264,799	213,083	51,716	177,872	145,774	32,098	86,927	67,309	19,618
Physical labor workers.....	527,653	360,376	167,277	471,248	324,040	147,208	56,405	36,336	20,069
Unknown.....	3,255	3,083	172	2,300	2,184	116	955	899	1
1939									
Total.....	2,676,300	2,110,490	565,810	1,435,863	1,138,710	297,153	1,240,437	971,780	268,657
Professional and kindred workers.....	29,340	28,357	983	20,813	19,963	850	8,527	8,394	133
Salespersons.....	204,510	200,566	3,944	75,824	74,766	1,058	128,686	125,800	2,886
Clerical workers.....	126,811	125,944	867	41,157	40,672	455	85,684	85,572	412
Service workers.....	1,037,247	717,109	320,138	275,452	174,139	101,343	761,765	542,970	218,795
Craftsmen.....	209,272	199,636	9,636	183,336	175,352	8,284	25,936	24,584	1,352
Production workers.....	374,205	315,469	58,736	225,273	190,726	34,547	148,932	124,743	24,189
Physical labor workers.....	691,456	520,126	171,330	611,411	460,945	150,466	80,045	59,181	20,864
Unknown.....	3,459	3,283	176	2,597	2,447	150	862	836	1

fit payments. In the 18 States with benefits first payable in January 1939, new applications in that month were more than double the total for December 1938. Outstanding in these increases are figures for New Jersey with 6,000 new applications in December and 39,000 in January and for Ohio with 18,000 new applications in December and 52,000 in January.⁸

During the fall of 1939 WPA authorities re-

¹ For data on new applications, see the *Social Security Bulletin*, February 1939, p. 40, and March 1939, p. 36.

quired that all certified workers on projects or awaiting assignment be actively registered at a public employment office. While many such workers had previously registered, in many cases the applications had lapsed into inactive status. During each of the last 5 months of 1939 total applications received at the employment offices exceeded those for the same 5 months of the previous year. It is likely that the WPA registrations were an important factor in this gain, particularly during September, October, and November. For the

Table 30.—*Employment service: All placements, by industrial groups and by States, 1938¹*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	Agriculture, forestry, and fishing	Mining	Building and construction	Manufacturing	Professional, commercial, and mechanical services	Distribution	Personal service, hotels, restaurants, and amusements	Governmental service	Transportation, communication, and public utilities	Work-relief projects
Total	2,700,793	293,053	15,333	780,513	352,714	120,988	206,306	742,081	47,753	44,341	97,711
Alabama	52,198	3,330	1,255	19,010	19,114	1,005	1,666	3,342	215	520	2,741
Alaska	3,618	93	108	277	165	82	144	112	67	2,200	
Arizona	22,367	5,390	771	6,162	1,907	518	679	5,799	143	326	672
Arkansas	33,564	14,631	38	7,370	1,798	799	930	6,251	191	309	1,249
California	223,271	32,178	909	53,241	31,274	10,769	17,680	61,931	8,139	3,804	3,346
Colorado	45,416	17,062	260	10,996	1,291	1,552	2,223	10,869	493	461	470
Connecticut	35,014	1,411	3	6,486	8,495	1,398	2,859	4,033	3,640	39	52
Delaware	13,506	194	4	3,877	4,861	267	403	1,705	79		
District of Columbia	27,969	32	1	1,814	329	1,678	2,032	20,201	1,339	229	314
Florida	15,466	2	0	9,340	2	0	1	0	580	1	5,540
Georgia	62,078	2,410	105	39,928	3,587	1,300	4,492	7,673	455	350	1,783
Hawaii	6,989	73	0	1,708	49	94	95	659	103	102	4,115
Idaho	25,316	8,463	75	7,045	679	533	1,191	5,285	1,419	280	287
Illinois	148,373	5,685	182	18,163	21,644	11,487	10,971	63,901	2,385	2,749	3,206
Indiana	57,819	1,046	69	5,520	10,562	3,184	9,104	26,751	339	884	360
Iowa	75,959	6,725	231	29,338	3,833	3,103	6,984	20,937	1,098	1,351	2,359
Kansas	30,628	1,269	159	17,001	805	851	970	6,863	388	451	1,871
Kentucky	24,729	185	34	10,973	1,057	598	1,584	5,934	77	108	4,179
Louisiana	41,800	7,994	75	13,453	2,036	1,108	3,007	12,613	217	677	620
Maine	18,629	983	29	8,112	3,871	330	850	3,690	205	198	461
Maryland	31,356	868	271	11,569	4,855	1,311	2,558	7,866	446	599	1,022
Massachusetts	24,961	1,154	12	5,862	4,983	1,429	2,662	7,075	835	596	353
Michigan	64,650	1,671	47	16,567	16,638	1,589	3,727	16,876	703	674	5,888
Minnesota	60,573	10,262	23	15,347	3,486	2,826	4,017	22,380	760	620	852
Mississippi	53,842	2,076	73	39,117	6,686	1,146	1,269	2,339	371	198	567
Missouri	42,335	1,148	81	12,416	3,901	3,168	3,894	16,484	139	459	615
Montana	21,667	4,995	268	11,909	526	553	1,101	2,657	390	354	1,914
Nebraska	35,604	2,328	63	21,677	545	1,378	1,551	6,634	516	434	478
Nevada	10,314	857	1,204	3,435	205	260	595	2,442	737	555	114
New Hampshire	17,506	3,225	34	3,050	4,897	400	667	3,639	268	521	805
New Jersey	41,908	643	22	3,643	6,121	1,591	2,955	25,919	444	296	274
New Mexico	36,605	26,457	140	5,390	97	273	504	2,647	380	110	607
New York	165,223	4,639	72	27,197	25,971	13,422	17,995	55,630	1,798	7,715	10,734
North Carolina	89,161	1,499	30	29,510	12,802	1,810	7,556	25,639	544	434	6,857
North Dakota	35,175	15,694	16	5,856	1,736	1,596	1,361	7,587	315	678	336
Ohio	99,695	2,475	115	23,823	8,352	5,262	6,881	45,521	1,322	974	3,970
Oklahoma	43,694	15,376	23	10,905	1,629	1,007	1,514	11,735	172	255	988
Oregon	44,749	8,003	229	14,041	10,335	960	1,577	5,419	3,133	473	579
Pennsylvania	112,110	1,060	2,866	30,751	24,696	3,718	8,462	25,915	3,040	1,664	10,035
Rhode Island	10,568	84	0	1,317	3,214	366	983	2,690	239	135	1,540
South Carolina	28,061	1,099	0	18,920	917	518	1,437	3,695	227	58	1,190
South Dakota	17,996	1,436	49	8,629	759	633	1,153	3,889	735	300	413
Tennessee	46,110	1,737	229	19,620	5,114	1,409	2,928	13,539	470	588	426
Texas	378,266	54,978	1,936	91,928	68,311	27,047	38,423	90,957	2,827	9,008	2,851
Utah	11,760	3,300	53	3,962	2,370	186	850	1,530	1,457	495	308
Vermont	10,446	944	0	4,244	430	282	593	3,663	75	197	18
Virginia	59,133	659	265	30,387	13,669	1,227	2,151	9,502	723	464	686
Washington	23,281	5,212	25	6,433	1,791	1,076	1,455	5,735	936	243	375
West Virginia	33,797	460	2,767	12,938	2,490	1,059	2,665	8,989	334	366	1,699
Wisconsin	67,226	4,854	44	14,704	8,515	2,279	6,473	22,603	3,498	533	3,403
Wyoming	12,792	1,604	65	5,534	106	209	419	2,330	277	709	1,539

¹ Excludes supplementary placements; industrial classifications differ from those in table 2, p. 82, listed on p. 149.

² Does not include 335 placements with industry unspecified. See also footnote 3.

³ Employment service not in complete operation during 1938; private placement activity largely suspended.

entire period the increase in renewed applications was much larger than the gain in the number of new applications; in fact, new applications declined in the last 3 months of the year.

Nearly 6.4 million applications received in 1939 were new. Although these new applications represented 42 percent of the total of more than 15 million for the year, the proportion was smaller than in 1938 when 55 percent of total applications were received from persons for whom the local office had no previous registration record.

New York, California, and Pennsylvania each received more than 1.2 million applications; registrations in these 3 States aggregated nearly 30 percent of the total in the United States in 1939. Fewest applications were received in February, with a total of 1,047,000; the high month of the year was November, when 1,415,000 applications were received—the highest monthly total since January 1938. Total applications in January 1939 were only slightly below the November peak; new applications in January were at the highest level of the year, reflecting the beginning of benefit operations in 18 States.

Despite the large number of applications in 1939, the number of persons registered as active job seekers at the end of each month declined without interruption from the January high of 7.4 million to 5.5 million at the end of October, the lowest level since December 1937 (table 16). Increases during the succeeding 2 months brought the total to 5.7 million registrants at the year end. The decline in the number of job seekers was much greater among men than among women. At the year end, registrations of men numbered 4,291,000, 25 percent less than the figure for December 1938; the active file of women numbered 1,455,000, only 5 percent less than the 1938 year-end total. January was the only month in 1939 in which the active file exceeded the total of 7.2 million active job seekers registered on December 31, 1938. The largest numbers of workers at the end of 1939 were registered with local offices in New York, California, Pennsylvania, Texas, New Jersey, and Ohio; each of these States had more than a quarter million workers registered as active job seekers; Michigan, Indiana, Georgia, Illinois, and Massachusetts had active files of

more than 180,000. The combined total active file on December 31, 1939, for the 10 leading States comprised 54 percent of the total for the entire country.

Contrary to the general trend, 13 State reported increases in December 1939 over December 1938 in the total number of active registrations for work. In California the active file of 534,000 at the close of the year was 67 percent higher than at the close of 1938. Expansion approximating 60 percent or more were reported by Alaska, Nevada, and Hawaii; active file total increased more than 40 percent in Oklahoma and Georgia; more than 35 percent in Colorado and Texas; more than 20 percent in Utah and Wisconsin; 18 percent in New Jersey; 13 percent in Nebraska; and slightly less than 5 percent in Virginia.

Among the States in which the number of active job seekers declined, Pennsylvania with a decrease of 60 percent, West Virginia with a decline of 53 percent, and Oregon with a drop of 51 percent were outstanding. The marked decline in the Pennsylvania active file was due in part to changes in administrative procedures as a result of which the cards of inactive registrants were removed promptly from the active file when applicants failed to maintain contact with the employment offices. Such procedures undoubtedly contributed to the decline in many other States. In Michigan, the 368,000 active job seekers registered in April, the 1939 peak, had declined to 209,000 at the end of the year, a drop of nearly one-half from the total at the end of the previous December. Data for 6 other States—Rhode Island, Massachusetts, Kansas, Ohio, North Carolina, and Illinois—indicate decreases of 40–50 percent; and 5 additional jurisdictions—Minnesota, the District of Columbia, New Hampshire, Maine, and Idaho—reported declines in excess of 30 percent.

A forthcoming analysis will indicate the distribution of registrants in the active file on March 31, 1940, by age, sex, industry, occupation, race, and relief status. The report, similar in scope to the surveys of employment service information issued in 1937, 1938, and 1939 (see Bibliographic Notes, p. 246), will include comparisons with data on all gainful workers enumerated in the 1940 census.

Definitions

Unemployment Compensation Terms

Agent State.—Any State in which a worker claims benefits against another (liable) State through the facilities of the State employment security agency.

Base period.—A period of time prior to the benefit year (or a period similar to the benefit year) during which a claimant must have earned a specified minimum amount of wages in covered employment or had a specified minimum number of weeks of covered employment in order to qualify for benefits. Wages earned during this period are used in determining a claimant's benefit amount and, in States with individual duration, the maximum benefits payable.

Extensible base period: A base period which ends with the last day of the next to the last completed calendar quarter immediately preceding any week with respect to which benefits are payable. One calendar quarter is added to this type of base period with the beginning of each new calendar quarter during the claimant's benefit year.

Fixed base period: A base period which remains fixed for the duration of a claimant's benefit year, as opposed to extensible base period.

Individual base period: A base period which for individual claimants varies as to starting date.

Uniform base period: A base period which starts on the same calendar date for all claimants.

Beneficiary.—A claimant who has received or is receiving unemployment benefits.

Benefit amount (or rate).—The full amount of benefits which a worker is entitled to receive for one benefit period of total unemployment.

Maximum benefit rate: The maximum amount payable for one benefit period of total unemployment as provided by the State unemployment compensation law.

Minimum benefit rate: The minimum amount payable for one benefit period of total unemployment as provided by the State unemployment compensation law.

Benefit duration.—Benefit duration is expressed in terms of full weeks of benefits. In States with a 1-week benefit period, a claimant is considered to be eligible for or to have received 1 full week of benefits when he is eligible for or has received an amount equal to his benefit amount for total unemployment. In States with a 2-week benefit period, a claimant is considered to be eligible for or to have received 2 full weeks of benefits when he is eligible for or has received an amount equal to his benefit amount for total unemployment.

Actual duration: The number of full weeks of benefits received by a claimant.

Potential duration: The number of full weeks of benefits for which a claimant has been determined to be eligible.

Benefit formula.—The mathematical combination of factors in the claimant's past employment or earnings record which has been specified in the State unemployment compensation law as the basis for computing the claimant's benefit rate and the maximum benefits payable.

Benefit payment account.—See *Unemployment fund*.

Benefit period.—The smallest unit of time (usually a week) with respect to which benefits for total, part-total, or partial unemployment may be payable.

Benefit year.—A period of 52 consecutive weeks (or of approximately 52 consecutive weeks) to which the limitation on maximum duration of benefits is applicable.

Individual benefit year: A benefit year which for individual claimants varies as to starting date. Various State unemployment compensation laws include one of the following provisions with respect to the starting date of individual benefit years: (1) the first day of an individual's first compensable week, (2) the first day of the first week with respect to which an individual files his first valid claim, and (3) the first day of the quarter in which an individual files his first valid claim.

Uniform benefit year: A benefit year which starts on the same calendar date for all claimants. In States which have a uniform benefit year, the benefit year for all claimants consists of the period from April 1 to March 31, or some other specified 12-month period.

Benefits.—Amounts paid or payable to an eligible claimant with respect to his unemployment.

Claim.—An application for unemployment compensation.

Additional claim: An application for determination of eligibility for benefits which certifies to the beginning date of a period of unemployment, the first benefit period of which would fall within a benefit year with respect to which benefit amount and duration have previously been computed.

Allowed claim: A claim which has met all the conditions of eligibility for payment of benefits which are subject to determination by the initial authority in the central office of the State employment security agency.

Appealed claim: A request for a review by the lower appeals authority of a State employment security agency's decision on a claim for benefits, or a request for a review by the higher appeals authority of a decision made by the lower appeals authority.

Compensable claim: An application for benefits which certifies to the completion of a benefit period.

Continued claim (a waiting-period or compensable claim): An application for waiting-period credits or benefits which certifies to the completion of a waiting-period week or a benefit period.

Disallowed claim: A claim which has not met all the conditions of eligibility for payment of benefits which are subject to determination by the initial authority in the central office of the State employment security agency.

Filed claim: A claim which has been received by the State employment security agency.

Initial claim (a new or additional claim): An application for a determination of eligibility for benefits which certifies to the beginning date of a period of unemployment.

Interstate claim: See *Multistate claim*.

Multistate claim (or *Interstate claim*): A claim filed in one State (agent State) by a worker who has earned wages in one or more other States (liable States).

New claim: An application for the determination (other than a lag-quarter redetermination) of eligibility for benefits and benefit amount and duration, which certifies to the beginning date of a period of unemployment.

Out-of-State claim: See *Multistate claim*.

Pending claim: A claim which has been received by the State employment security agency and on which action has not been completed as of a given date.

Valid claim: A claim on which a determination has been made that the claimant has met the qualifying wage or employment requirements of a State unemployment compensation law.

Waiting-period claim: An application for a waiting-period credit which certifies to the completion of a waiting-period week.

Claimant:—An individual who has filed a claim for benefits.

Clearing account:—See *Unemployment fund*.

Compensable week:—A week of unemployment with respect to which benefits have been paid or are payable.

Contributions:—See *Employee contributions* and *Employer contributions*.

Covered employment:—The types of services for which contributions with respect to wages are required under a State unemployment compensation law.

Covered worker:—An individual who has earned wages in covered employment.

Credit offset:—See *Tax offset*.

Determination:—Defined under *Initial determination* and *First determination*.

Initial determination: The decision made by the initial authority of a State employment security agency with respect to a new claim. The determination includes a decision as to whether the claim is valid, the weekly benefit amount, and the maximum benefits payable. If the claim is disallowed, the determination states the reason for the disallowance.

First determination: The first initial determination made with respect to a new claim. This term is used in contrast with second or subsequent determinations made

with respect to new claims reopened for reconsideration by the initial authority.

Disqualification provisions:—The provisions of State unemployment compensation laws setting forth the conditions which make a claimant ineligible for benefits for a period of time specified in the State unemployment compensation law or determined by the State employment security agency. These conditions include voluntary leaving, discharge for misconduct, participation in a labor dispute, refusal to apply for or accept suitable work etc.

Employee contributions:—Payments to the State unemployment fund by employers on behalf of their employees of amounts which, under the State unemployment compensation law, are required with respect to the wages of employees and which are deductible from wages.

Employer contributions:—Payments to the State unemployment fund by employers of amounts which, under the State unemployment compensation law, are required with respect to the wages of employees but which are not deductible from wages.

Excluded employment:—See *Noncovered employment*.

Experience rating:—A method for determining the contribution rates of an individual employer (or group of employers) on the basis of the factors specified in the State unemployment compensation law for measuring employers' experience with respect to unemployment or unemployment risk.

Federal unemployment tax:—The excise tax of 3 percent imposed on an employer of 8 or more workers with respect to wages paid to workers in his employ.

Federal Unemployment Tax Act:—Chapter 9, subchapter C, of the Internal Revenue Code, which relates to the Federal unemployment tax, formerly title IX of the Social Security Act.

Irregular payments:—A benefit payment which is not a full payment for a single benefit period of total, part-total, or partial unemployment. Irregular payments may include the following types: Final payments for total, part-total, or partial unemployment for less than the amount that would have been paid if a sufficient balance remained in the claimant's account; payments reduced below the amount otherwise paid by income from wages in lieu of notice, old-age benefits, railroad unemployment benefits, or another type of benefits; payments issued for the sole purpose of supplementing previous underpayments; payments increased or reduced by an adjustment for underpayment or overpayment in previous weeks; and payments which cover more than one benefit period of unemployment.

Lag-quarter redetermination:—A recomputation of benefit duration and/or amount during a benefit year on the basis of wage credits earned during one or more quarters which have become available for benefits since the beginning of the benefit year.

Liable State:—Any State against which a worker claims benefits through the facilities of the employment security agency of another (agent) State.

Merit rating:—See *Experience rating*.

Noncovered employment.—Services which are excepted from the definition of "covered employment" or "employment" as defined in the State unemployment compensation law.

Pooled fund.—A State unemployment fund in which all contributions paid by subject employers are mingled and individuated and from which benefits are payable to eligible claimants.

Qualifying wages.—The amount of wages a worker must have earned in covered employment within a specified period in order to be eligible for benefits.

Reserve account.—An account maintained in a State unemployment fund with respect to a subject employer (or group of employers) to which are credited contributions paid by such employer (or group of employers) and from which are payable only those benefits which are based on services performed for such employer (or group of employers).

Size-of-firm provision.—The provision in the State unemployment compensation law which specifies the number of workers an employing unit must have in its employ in order to be subject to the provisions of that law.

Subject employer.—An employing unit (or group of units) which is subject to the State unemployment compensation law and which for the purpose of determining liability is considered to be one legal entity.

Suitable work.—Any work which is determined by the State employment security agency to be suitable for a claimant and which he may not refuse without loss, diminution, or postponement of benefits.

Taxable wages.—Wages which are paid by an employer to covered workers and which are subject to contributions under the State unemployment compensation law.

Tax offset.—The credit allowed an employer against the Federal unemployment tax for the amount of contributions paid by such employer into a State unemployment fund, plus any credit allowed on the basis of the fact that such employer has been granted a reduced contribution rate under the experience rating provisions of a State unemployment compensation law. The total of such credits may not exceed 90 percent of the Federal unemployment tax.

Unemployment.—Defined under *Partial unemployment period*, *Part-total unemployment period*, and *Total unemployment period*.

Partial unemployment period: A period during which an individual is engaged in continuing employment but during which his hours of employment and/or amount of earnings are so reduced below his usual hours and/or earnings that he is eligible for benefits (or waiting-period credits).

Part-total unemployment period: A period of otherwise total unemployment during which an individual has earnings from odd jobs and/or subsidiary work in excess of the amount specified by the State unemployment compensation law as the amount to be considered as wages for the purpose of determining benefit rights.

Total unemployment period: A period during which an individual performs no work, or has odd jobs and/or

subsidiary work with earnings less than the amount specified by the State unemployment compensation law as the amount to be considered as wages for the purpose of determining benefit rights.

Unemployment fund.—A fund established under a State unemployment compensation law for the payment of benefits.

Benefit payment account: An account maintained by a State agency within its unemployment fund in which are deposited amounts transferred from the unemployment trust fund in the United States Treasury, and from which benefits are paid.

Clearing account: An account maintained by a State agency within its unemployment fund in which are deposited amounts collected from employers, and from which are paid refunds to employers, and amounts transferred to the unemployment trust fund in the United States Treasury.

Unemployment trust fund account: An account maintained by a State agency within its unemployment fund in which are recorded amounts transferred to and from the unemployment trust fund in the United States Treasury, and the amount of interest earned on the trust fund.

Unemployment trust fund.—Fund established in the Treasury of the United States which contains all moneys deposited with the Treasury by State employment security agencies to the credit of their unemployment fund accounts, and all moneys to the credit of the railroad unemployment insurance account.

Wage credits.—That portion of the wages earned by a worker in covered employment which is used in determining his benefit rights.

Waiting period.—A period or periods of unemployment preceding or within a claimant's benefit year during which he may not draw benefits and during which he must meet certain requirements essential to the establishment of his eligibility for benefits during later weeks of unemployment.

Weekly wage, full-time.—The amount of remuneration earned by an individual employed throughout a full-time week, or the amount he would have earned had he been employed throughout a full-time week.

Employment Service Terms

Application.—The basic employment office record for an applicant containing data pertinent to selection for and referral to job openings.

Active file (placement activities).—A file containing the applications of all persons who are currently considered by the employment office as available for referral to job openings.

Placement.—A verified acceptance by an employer of a person for a job as a direct result of employment office activities. In general usage, placement means complete placement.

Complete placement: A placement in connection with which an employment office has completed all the following five steps: (1) Preparation of an application for the person placed, prior to final selection; (2) receipt of an

order, prior to referral; (3) selection of the person to be referred without designation by the employer of any particular individual or individuals; (4) referral; and (5) verification from a reliable source, preferably the employer, that a person referred has been accepted by the employer.

Private placement: A complete placement made with a nongovernmental employer, except that a placement with a contractor or subcontractor for work at the site of a construction project financed and controlled directly by a governmental unit is classified as public.

Public placement: A complete placement with a governmental unit (local, State, or Federal), or with a enterprise for which a governmental unit assumed substantially the responsibilities of proprietorship, or with contractor or subcontractor for work at site on a construction project financed and controlled directly by governmental unit.

Supplementary placement: A verified placement made without all of the steps necessary for complete placement.
Registrant.—A person for whom an employment office has an application.

Industrial Classification Code

1937 Edition¹

10-14. MINING AND QUARRYING

- 10.—Metalliferous mining
- 11.—Anthracite mining
- 12.—Bituminous coal mining
- 13.—Crude petroleum and natural gas production
- 14.—Nonmetallic mining and quarrying

15-17. CONTRACT CONSTRUCTION

- 15.—General contractors—building construction
- 16.—General contractors, other than building construction
- 17.—Special trade contractors (subcontractors)

20-39. MANUFACTURING

- 20.—Food manufacturing
- 21.—Tobacco manufacturing
- 22.—Textile mill products
- 23.—Apparel and other finished articles made from fabrics
- 24.—Basic lumber industries
- 25.—Finished lumber products
- 26.—Paper and allied products
- 27.—Printing, publishing and allied industries
- 28.—Chemicals
- 29.—Products of petroleum and coal
- 30.—Rubber products
- 31.—Leather and its manufactures
- 32.—Stone, clay and glass products
- 33.—Iron and steel and their products
- 35.—Nonferrous metals and their products
- 36.—Electrical machinery (including radios and refrigerators)
- 37.—Machinery other than electrical
- 38.—Automobiles, bodies and parts
- 39.—Miscellaneous manufacturing

40-49. TRANSPORTATION, COMMUNICATION, AND UTILITIES

- 40.—Interstate railroads
- 41.—Street, suburban and interurban railways (other than those in 40) and city and suburban bus lines
- 42.—Trucking and/or warehousing for hire
- 43.—Other transportation, except water transportation
- 44.—Water transportation
- 45.—Services allied to transportation, not elsewhere classified
- 46.—Communications: Telephone, telegraph, commercial radio and related services
- 48.—Utilities: Light, heat and power companies, electric and gas
- 49.—Other local utilities and local public services

50-57; 71; 75. WHOLESALE AND RETAIL TRADE

- 50.—Wholesale merchants
- 51.—Wholesale distributors other than wholesale merchants
- 52.—Wholesale and retail trade combined
- 53.—Retail general merchandise
- 54.—Retail food
- 55.—Retail automotive
- 56.—Retail apparel
- 57.—Retail trade not elsewhere classified
- 71.—Eating and drinking places
- 75.—Automobile repair services, garages and filling stations

60-66. FINANCE, INSURANCE, AND REAL ESTATE

- 60.—Bank and trust companies
- 61.—Investment banking and security speculation
- 62.—Finance agencies not elsewhere classified
- 63.—Insurance carriers
- 64.—Insurance agents and brokers
- 65.—Real estate dealers, agents and brokers
- 66.—Real estate, insurance, loans, law office; any combination

70; 72-74; 76-79; 86. SERVICE

- 70.—Hotels, furnished rooms, camps, and other lodging places
- 72.—Personal service
- 73.—Business service not elsewhere classified
- 74.—Employment agencies and commercial and trade schools
- 76.—Repair services and miscellaneous hand trades not elsewhere classified
- 77.—Agricultural and horticultural services and related services
- 78.—Amusement and recreation: Motion pictures
- 79.—Amusement and recreation and related services not elsewhere classified
- 86.—Membership organizations such as trade associations, trade unions, etc.

80-83. PROFESSIONAL SERVICES

- 80.—Medical and other health services
- 81.—Law offices and related services
- 82.—Educational institutions and agencies
- 83.—Other professional and social service agencies and institutions

67; 68; 85; 88. MISCELLANEOUS

- 67.—Administrative offices and holding companies
- 68.—Auxiliary units of manufacturing, trading and service companies
- 85.—Private business organizations not elsewhere classified
- 88.—Governmental agencies other than Federal

¹ See C-2f, p. 257. 1937 edition used for data on unemployment compensation and old-age insurance presented in this volume. For revised classification in 1939 edition, see p. 150.

1939 Edition

00-09. AGRICULTURE, FORESTRY, AND FISHERY

- 00.—General farms
- 01.—Dairy farms
- 02.—Cash-grain farms
- 03.—Cotton farms
- 04.—Fruit and nut farms
- 05.—Livestock and poultry farms
- 06.—Truck farms, crop specialties, and miscellaneous agriculture
- 08.—Forestry
- 09.—Fishery

10-14. MINING

- 10.—Metal mining
- 11.—Anthracite mining
- 12.—Bituminous and other soft-coal mining
- 13.—Crude-petroleum and natural-gas production
- 14.—Nonmetallic mining and quarrying

15-17. CONSTRUCTION

- 15.—Building construction—general contractors
- 16.—General contractors, other than building
- 17.—Construction—special trade contractors

20-39. MANUFACTURING

- 20.—Food and kindred products
- 21.—Tobacco manufactures
- 22.—Textile-mill products
- 23.—Apparel and other finished products made from fabrics and similar materials
- 24.—Lumber and timber basic products
- 25.—Furniture and finished lumber products
- 26.—Paper and allied products
- 27.—Printing, publishing, and allied industries
- 28.—Chemicals and allied products
- 29.—Products of petroleum, coal, and natural gas
- 30.—Rubber products
- 31.—Leather and leather products
- 32.—Stone, clay, and glass products
- 33.—Iron and steel and their products
- 34.—Transportation equipment (except automobiles)
- 35.—Nonferrous metals and their products
- 36.—Electrical machinery
- 37.—Machinery (except electrical)
- 38.—Automobiles and automobile equipment
- 39.—Miscellaneous manufacturing industries

40-49. TRANSPORTATION, COMMUNICATION, AND OTHER PUBLIC UTILITIES

- 40.—Interstate railroads
- 41.—Street, suburban, and interurban railways (other than those in 40) and city and suburban bus lines
- 42.—Trucking and/or warehousing for hire
- 43.—Other transportation, except water transportation
- 44.—Water transportation
- 45.—Services allied to transportation, not elsewhere classified

- 46.—Communication: Telephone, telegraph, and related services
- 48.—Utilities: Electric and gas
- 49.—Local utilities and local public services, not elsewhere classified

50-57. WHOLESALE AND RETAIL TRADE

- 50.—Full-service and limited-function wholesalers
- 51.—Wholesale distributors, other than full-service and limited-function wholesalers
[General entries which apply to retail trade]
- 52.—Other wholesale and retail trade
- 53.—Retail general merchandise
- 54.—Retail food (includes liquor stores)
- 55.—Retail automotive
- 56.—Retail apparel and accessories
- 57.—Retail trade, not elsewhere classified

60-67. FINANCE, INSURANCE, AND REAL ESTATE

- 60.—Banks and trust companies
- 61.—Security dealers and investment banking
- 62.—Finance agencies, not elsewhere classified
- 63.—Insurance carriers
- 64.—Insurance agents and brokers
- 65.—Real estate dealers, agents, and brokers
- 66.—Real estate, insurance, loans, law offices; and combination
- 67.—Holding companies (except real estate holding companies)

70-83; 86; 90-94; 95. SERVICE INDUSTRIES

- 70.—Hotels, rooming houses, camps, and other lodging places
- 71.—Eating and drinking places
- 72.—Personal services
- 73.—Business services, not elsewhere classified
- 74.—Employment agencies and commercial and trade schools
- 75.—Filling stations, garages, and automobile repair services
- 76.—Miscellaneous repair services and hand trades
- 77.—Agricultural and similar service establishments
- 78.—Motion pictures
- 79.—Amusement and recreation and related services, not elsewhere classified
- 80.—Medical and other health services
- 81.—Law offices and related services
- 82.—Educational institutions and agencies
- 83.—Other professional and social-service agencies and institutions
- 86.—Nonprofit membership organizations
- 90.—Domestic service
- 94.—Regular Government agencies
- 95.—Government relief projects

85. ESTABLISHMENTS NOT ELSEWHERE CLASSIFIED

- 85.—Establishments not elsewhere classified

• V •

PUBLIC ASSISTANCE



Public Assistance Under the Social Security Act

FEDERAL RESPONSIBILITY for assistance to persons in need is by no means a new concept, but as an actual function it is of recent origin. Until 1930 in most States public assistance was considered to be primarily a responsibility of local governments supplemented in some instances by organized and volunteer private efforts. The economic depression which began a decade ago created widespread need with which local and State governments could not cope. The Reconstruction Finance Corporation was created in January 1932 to provide Federal loans for industry, agriculture, and commerce; when these loans proved inadequate to cope with the situation, the Emergency Relief and Reconstruction Act was approved in July of the same year to include in the Corporation's express purposes the relief of "destitution." Finally, under the Federal Emergency Relief Act of 1933 the Federal Government assumed responsibility for aid to needy individuals. This legislation, as the title implies, was envisaged as a method of meeting emergencies created by the depression.

A brief, intensive Federal program to provide employment was instituted at the end of 1933 and carried forward in the early months of 1934 under the Civil Works Administration, and Federal participation in general relief under the FERA was continued and later expanded. In the discussion antedating the passage of the Social Security Act in August 1935 and in that act itself, a sharper differentiation developed in Federal and other efforts to aid persons in distress. The public assistance titles of the act established on a permanent basis a means for Federal cooperation with the States in assistance to three special groups of persons in need—the aged, the blind, and children deprived of support or care by reason of the death, absence, or incapacity of a parent. The insurance titles of this act provided for Federal action or cooperation toward meeting economic risks of wage earners in old age and in relatively brief periods of unemployment. For other unemployed persons a comprehensive works program was developed under the Works Progress Administration, created by Executive Order in

May 1935, which coordinated, carried forward, and greatly expanded work projects which had been instituted under the FERA and other programs. With the termination of the FERA and the development of the Federal Works Program, Federal participation in general relief was discontinued and responsibility for this form of aid was returned to the States and localities. (For a graphic summary of public assistance payments and earnings of persons employed under Federal work programs, 1933-39, see chart 1, p. 167).

Special provision for particular groups of needy individuals was not without precedent. For many years prior to the depression, and even during the time when general relief was considered to be of purely local concern, there was a gradual development in the States of special programs for the aged, blind, and children on the apparent presumption that the needs of these groups were sufficiently distinguished from the needs of able-bodied adults to warrant separate provision. The number of these recipients of special types of assistance was small, and in other aspects also the early programs were inadequate. Even in States where there was statutory provision, administration and assistance were usually inadequately financed and inadequately supervised and reached only a small portion of the groups for which the programs were intended. In some States participation was not mandatory upon the counties, and they could choose not to provide assistance. State supervision existed only in the minority of States in which there was State financial participation, and not always then; when it was lacking, there was no guarantee that the assistance program was actually operating in the counties.

The Social Security Act authorizes grants of Federal funds in specified proportion to funds provided by the States and their political subdivisions to implement State plans for public assistance which have been approved by the Social Security Board as meeting the requirements of the Social Security Act. The effect of Federal-State cooperation has been far greater than merely the provision of additional funds. As a

foundation for assistance the Social Security Act expresses recognition and acceptance of Federal responsibility for the needs of certain groups of State residents, subject to recognition of those needs by the individual State governments. Further, it utilizes past experience to outline certain basic principles found essential for effective operation of an assistance program.

Thus in order to be approved for a grant of Federal funds under the public assistance provisions of the Social Security Act, it is required that a State plan be in operation in all political subdivisions of the State and that it provide for financial participation by the State and establish or designate a single agency within the State to administer or supervise administration. The plan also must assure an opportunity for fair hearing before the responsible State agency to an individual whose claim for assistance is denied; provide methods of administration found by the Social Security Board to be necessary for efficient operation; and provide for reports in such form and with such information as the Board may require. In addition, the act provides limitations on certain conditions of eligibility which the State may require of applicants for assistance.

The first concern of the State governments was to develop assistance plans which could receive Federal approval and which would permit State residents to benefit from the provisions of the act. From existing State emergency relief programs still struggling with a confused mass of poor-law tradition, public assistance agencies and plans began to emerge throughout the country. By the end of 1936, less than a year after funds became available, there were in operation 42 plans for old-age assistance, 27 plans for aid to dependent children, and 28 plans for aid to the blind, all of which fulfilled the requirements for Federal grants. By the end of 1939 each of the 48 States, the District of Columbia, Hawaii, and Alaska had approved plans for old-age assistance, and 42 jurisdictions¹ had approved programs for aid to the blind, and the same number had approved plans for aid to dependent children.

After initial approval of plans, State agencies shifted their emphasis to improvement and to the

development and refinement of administrative procedures. Consultative and advisory service provided by the Social Security Board were used frequently and constructively. In most States the original plan was revised at least once, while in every State there were amendments and additions. Public assistance to the needy aged, needy blind and dependent children, which had developed sporadically and unevenly prior to the Federal social security program, was rapidly accepted as a regular governmental function.

State and Local Organization

The first step in the operation of a State program was the establishment or designation of a State agency to administer or supervise administration of the assistance plan. In some States agencies with responsibilities in the field of public welfare had existed for many years, but in most instances these responsibilities were concerned largely with the management of institutions. Only a few established State agencies had experience in administering a State-wide assistance program. In many States, however, emergency relief administrations had been set up separate and apart from the designated department of public welfare, and although these were established on a temporary basis without thought of long-term needs, their experience and personnel were utilized extensively in the new programs for special groups.

The Social Security Act did not prescribe the specific form of organization, and States were free to develop along different lines. The State agency responsible for administration is usually designated as the department of public welfare although various other titles are in use. The predominant form of agency organization is a department headed by a State board or commission appointed by the governor, with an agency executive appointed either by the governor or by the State board. There are a few exceptions in which the governor and the State board together determine the executive. Only 5² of the 51 old-age assistance plans, 4³ of the 42 plans for aid to the blind, and 4³ of the 42 plans for aid to dependent children approved before 1940 are administered by agencies headed by a single executive. Most boards possess some administrative as well as policy-forming responsibilities,

¹ The present summary does not include administrative and legislative changes subsequent to Dec. 31, 1939. Thus the summary figures omit a plan for aid to the blind in operation in Rhode Island which was approved Jan. 19, 1940, and for which Federal grants were made retroactive to July 1, 1939.

² Hawaii, Illinois, Minnesota, Ohio, and Tennessee.

³ Hawaii, Minnesota, Ohio, and Tennessee.

but a few advisory boards and a few purely administrative boards also exist.

On the local level the county is the usual unit of administration. Thirty-eight⁴ of the 51 old-age assistance plans, 34⁵ of the 42 plans for aid to the blind, and 34⁶ of the 42 plans for aid to dependent children provide this unit of local administration. Eight⁷ programs for old-age assistance are administered on the local level through district or sub-offices of the State agency, 3 (Massachusetts, Rhode Island, and Vermont) retain the township as the administrative area, and 2 (Delaware and the District of Columbia) have no separate local administrative units. Five⁸ programs for the blind and 6⁹ for dependent children operate through district offices, while 3 (District of Columbia, Massachusetts, and Vermont) in the former category and 2 (Delaware and the District of Columbia) in the latter have no separate local administration.

County organization also varies. The predominant form is a county department with a board appointed by the county governing authority, usually the county board of supervisors or commissioners, and an executive officer appointed by the county board. Among the exceptions are a few States where the governor or State department appoints or participates in the appointment of local boards and executives or where the county governing body itself acts as the welfare board.

Administrative Responsibilities

As States began to administer more than one of the public assistance programs, a tendency developed to center responsibility for all programs

⁴ Alabama, Arizona, Arkansas, California, Colorado, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Louisiana, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

⁵ Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Georgia, Hawaii, Idaho, Indiana, Iowa, Kansas, Louisiana, Maryland, Michigan, Minnesota, Mississippi, Montana, Nebraska, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

⁶ Alabama, Arizona, Arkansas, California, Colorado, Georgia, Hawaii, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

⁷ Alaska, Connecticut, Florida, Kentucky, Maine, New Hampshire, Ohio, and Tennessee.

⁸ Florida, Maine, New Hampshire, New Mexico, and Tennessee.

⁹ Florida, New Hampshire, New Jersey, New Mexico, Tennessee, and Vermont.

in a single agency. Administration by a single department has been established in 33 States¹⁰ and also in Hawaii and the District of Columbia, all of which have 3 public assistance programs, and in 7 States¹¹ which have 2 programs. In 3 States (Massachusetts, North Carolina, and Virginia) aid to the blind is administered separately from old-age assistance and aid to dependent children; 1 State (Delaware) with programs for aged and children only administers them under different agencies; and 4 States¹² and Alaska have only the old-age assistance program.

States have found centralized administration desirable because it permits integration and coordination of services for the different programs with consequent economy and increased efficiency, and because it allows a more unified approach to the whole problem of assistance. The fact that two or more programs are administered within a single department, however, does not assure a completely integrated program. In five States¹³ where a single department administers all three categories, there is a separate division for each within the department. In three States (Ohio, Tennessee, and Utah) two divisions operate within a single department for the administration of the three programs. In such instances the degree of integration must depend not only upon cooperation and coordination within the central offices of the department but also upon the extent to which the field staff is unified to serve local units.

A tendency toward integration at the local level has also been evident. Local relief agencies were developed in almost every county during the early 1930's or following the passage of the Social Security Act, and usually these agencies have absorbed the public assistance activities.

A major and fundamental problem in the public assistance program has been to increase the effectiveness of local administration. Although the local unit was traditionally responsible for administering poor relief, the circumstances which surrounded such administration prior to the FERA program often were not such as would provide the

¹⁰ Alabama, Arizona, Arkansas, California, Colorado, Florida, Georgia, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Michigan, Minnesota, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

¹¹ Connecticut, Iowa, Mississippi, Missouri, Pennsylvania, Rhode Island, and South Dakota.

¹² Illinois, Kentucky, Nevada, and Texas.

¹³ California, Maine, New Jersey, Vermont, and Washington.

precedents in organization or the background of experience necessary for the type of public assistance administration now considered desirable.

In some States where there was no strong tradition of local administration of assistance, primary responsibility was placed in the State department and operations were conducted through branches located for geographical convenience. Most approved plans, however, provided for administration by a local organization under the supervision of the State agency. In these plans clarification of the authority of the State department has sometimes been a problem. When local autonomy was traditional or State leadership was weak, supervision might be little more than nominal. State agencies and legislatures often found it expedient to move cautiously and tactfully in order to avoid conflict and to place progress on a solid foundation. The general trend, however, has been for an increase in the authority of the State agency. At the same time there has been some tendency to simplify administration by decentralizing certain administrative activities. At the beginning of the public assistance program a majority of States required approval of each application by the State office before assistance could be granted; now this function has been delegated increasingly to local authorities subject to State supervision or review at a later date.

Since the responsibility for investigation and actual contact with the persons for whom assistance is intended is carried by the local welfare worker, attention has been focused on the need for adequate State supervision. It has been necessary for State agencies to establish and maintain continuous communication with local units to conform with the essential Federal requirement that the plan operate uniformly within the State. State agencies have established field staffs for this purpose. The necessity for disseminating standards to be used as the basis for local operations has caused State departments to give greater attention to the expression of policy and the refinement of administrative procedures. Thus a major field of operations has been the attempt to translate desirable principles and methods of assistance, often new concepts in the local area, into usable manuals and bulletins. The introduction and acceptance of this material has involved constant work with the local units. Frequently it has been necessary to interpret social values of public assistance to

State and county boards, governors, and other public officials before translating them into administration.

Sources of Funds

Under the Social Security Act, financial participation by the State is required for approval of a public assistance plan. There has been a tendency toward an increase in the part of the cost borne by State funds as compared with local funds. The following information considers only the 48 States and indicates the differing distributions of costs under the 3 programs.

Old-age assistance.—Twenty-six States¹⁴ assume responsibility for the total cost of assistance not borne by the Federal Government; in 13¹⁵ the State contribution is larger than that of the local political unit; in 8¹⁶ there is equal sharing; and in only 1 (Kansas) does the county pay more toward the cost of assistance than the State.

Aid to the blind.—Twenty-three¹⁷ States assume responsibility for the total cost of assistance not borne by the Federal Government; in seven¹⁸ the State contribution exceeds that of the local unit; in six¹⁹ there is equal sharing; in three (Kansas, Maryland, and Ohio) the local share is larger; and in one (New Jersey) the use of State funds for assistance is limited to persons without county residence.

Aid to dependent children.—Fifteen States²⁰ assume responsibility for the total cost of assistance not borne by the Federal Government; in 7²¹ the State share exceeds that of the local unit; in 13²² there is equal sharing; in 3 (Kansas, Maine, and New York) the local share is larger; and in 2

¹⁴ Arizona, Arkansas, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Iowa, Kentucky, Louisiana, Michigan, Mississippi, Missouri, Nebraska, New Mexico, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Vermont, Washington, and West Virginia.

¹⁵ Georgia, Indiana, Maryland, Massachusetts, Minnesota, Montana, New Jersey, North Dakota, Oregon, Tennessee, Utah, Virginia, and Wisconsin.

¹⁶ Alabama, California, Maine, Nevada, New Hampshire, New York, North Carolina, and Wyoming.

¹⁷ Arizona, Arkansas, Connecticut, Florida, Idaho, Indiana, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Mississippi, Nebraska, New Hampshire, New Mexico, North Dakota, Oklahoma, South Carolina, South Dakota, Vermont, Washington, West Virginia, and Wyoming.

¹⁸ Georgia, Montana, Oregon, Tennessee, Utah, Virginia, and Wisconsin.

¹⁹ Alabama, California, Colorado, Iowa, New York, and North Carolina.

²⁰ Arizona, Arkansas, Florida, Idaho, Louisiana, Michigan, Missouri, Nebraska, New Hampshire, New Mexico, Oklahoma, Pennsylvania, South Carolina, Washington, and West Virginia.

²¹ California, Georgia, Indiana, Oregon, Tennessee, Utah, and Virginia.

²² Alabama, Colorado, Delaware, Massachusetts, Minnesota, Montana, New Jersey, North Carolina, North Dakota, Rhode Island, Vermont, Wisconsin, and Wyoming.

(Maryland and Ohio) the proportionate sharing varies considerably.

Local financial participation, even when limited, has introduced another problem relative to uniform operation within States with marked differences in wealth among the localities. Pressure often exists in the poorer communities to administer the assistance programs in such a manner as to reduce total expenditures. A few States have attempted to alleviate such situations by making allowance for disparities in local resources in the allocation of State funds. By assisting poor localities, the State agency can ensure equal consideration to applicants and recipients in different parts of the State regardless of the financial condition of any particular county.

In a majority of the programs the funds for public assistance are appropriated from the general fund. In the remaining plans public assistance is financed from the proceeds of special taxes allocated exclusively to financing public assistance costs. Even though appropriations may be made from the general fund, special taxes are frequently levied, the proceeds of which are paid into the general fund but designated in whole or in part for public assistance. In States where assistance funds are limited to the yield of certain earmarked taxes, difficulties are sometimes encountered when the amounts so raised are unrelated to the needs of the program. The most widely used special taxes are sales and liquor taxes. Sales taxes have been frequently attacked on the ground that they are not based upon capacity to pay and hence place a disproportionate burden on low-income groups, but apparently the convenience of this measure as a means of raising large sums has often induced its adoption.

With few exceptions, the funds provided by the political subdivisions of the States are raised from real and personal property taxes. In view of the greater taxing ability of State governments, as well as the need for equalizing the capacity of local governments to grant assistance, the tendency toward increased State financial participation in public assistance has been considered a desirable development.

Determination of Need and Amount of Payment

The public assistance provisions of the Social Security Act are intended to provide assistance

on the basis of need. The wording of the act does not define need, nor has there been an attempt from Federal sources to prescribe what should constitute need. Within broad limitations this decision is left to the States. Most States have a statutory definition of need in general terms, usually providing for assistance if the applicant's resources are not sufficient to provide reasonable subsistence compatible with decency and health.

A majority of the assistance plans do not set a specific monetary limitation on the maximum amount of property or income an individual may possess without being considered ineligible for assistance. Some plans limit income or the ownership of real and personal property to specific amounts. Restrictions on real property range from prohibition of ownership of property, except for a residence, to limitations on property value of from \$500 to \$5,000. Personal property is ordinarily restricted to far smaller amounts; approximately half the States with such restrictions provide maximum limitations of \$300-\$500. In the few plans with an income limitation, it is most often \$30 a month and equal to the maximum assistance permitted. Since the beginning of the social security program there has been a small increase in the number of plans, especially those for old-age assistance, with limitations on property. In some States, however, such limitations have operated, and may even have been intended, to liberalize conditions of eligibility since they prevent denial of assistance on the basis of ownership of property if the value is under the maximum amount permitted. There has been a reduction in the number of States which require liens on property as security for assistance granted. In all plans for old-age assistance, in most of the programs for aid to the blind, and in a few programs for aid to dependent children, applicants are specifically prohibited from transferring or assigning property for the purpose of becoming eligible for assistance.

Although the Social Security Act does not define need, the Board has required an investigation of each application for assistance to determine the extent of need. Since the investigation of eligibility and recommendation for assistance are local functions, State supervision is essential to assure uniformity of operation within the State. The State agency, therefore, has usually established in detail the factors which shall be con-

sidered in determining need, acceptable proofs, and methods of investigation to obtain such information. In States where need and the amount of payment are determined by budgetary methods, it is almost universally the function of the State agency to establish the standards and procedures for evaluating both needs and resources. Progress in organization and administration of State agencies has been accompanied by development of more specific standards and procedures for establishing the need of the individual in the circumstances in which he lives.

By the end of 1939 practically all State plans provided for determining the amount of the individual assistance payment on some budgetary basis which attempted to consider both the needs and resources of the applicant, although the adequacy of the standards and procedures varied considerably. The exceptions were four plans for old-age assistance and one plan for aid to the blind which set a specific income as the amount below which an individual is presumed to be in need, and which arrived at the amount of the grant by deducting available income from this specific sum.

Most States provide a maximum limitation on the amount of assistance which may be granted for old-age assistance and aid to the blind regardless of budgetary needs. A smaller number place a maximum limitation on assistance to children. The maximum payment is usually equal to the amount in which the Federal Government would participate. The following provisions concerning maximum monthly payments to recipients were in effect at the end of 1939:

Old-age assistance.—Six jurisdictions²³ did not limit the maximum; in the remaining 45 jurisdictions maximums ranged from \$15 to \$45; 33²⁴ specified a maximum of \$30 monthly; 5,²⁵ more than \$30; and 7,²⁶ less than \$30.

Aid to the blind.—Ten jurisdictions²⁷ did not specify a maximum limitation. In the remaining 32 the range in maximums was from \$15 to \$50:

²³ Arkansas, Kansas, Louisiana, Montana, New Mexico, and New York.
²⁴ Alabama, Arizona, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Texas, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

²⁵ Alaska, California, Colorado, Connecticut, and New Jersey.

²⁶ Delaware, Iowa, Kentucky, Mississippi, South Carolina, Tennessee, and Virginia.

²⁷ Arkansas, Georgia, Kansas, Louisiana, Michigan, Minnesota, New Mexico, New York, Oklahoma, and Utah.

23²⁸ had a maximum of \$30 monthly; 6,²⁹ more than \$30; and 3 (Minnesota, South Carolina, and Tennessee), less than \$30.

Aid to dependent children.—Twenty-three jurisdictions³⁰ had no maximum limitation; 11³¹ limited maximum payments to \$18 for the first child and \$12 for each additional child; 4³² had higher limitations and 4³³ lower amounts. In addition 3 States (District of Columbia, Missouri and North Carolina) limited the total amount which could be granted to a family regardless of the number of children.

Inclusion in a State plan of standards and procedures for applying budgetary principles does not guarantee that such measures will actually be applied. The low levels of assistance in some States and disparities among the States which cannot be accounted for entirely by differences in costs of living make it evident that in spite of their efforts some States have not been able to meet assistance needs adequately.³⁴ As has been implied, there is also some variation in average payments among subdivisions within States.

It is apparent also that the payments for aid to dependent children have been far less than the amounts paid to other recipients of the special types of assistance. Probably a major factor in this difference is the lower limitation on the maximum payment for aid to dependent children in which the Federal Government participates. The Social Security Board has recommended that Federal financial participation in this program be increased to an amount comparable to the maximums already in effect for old-age assistance and aid to the blind.

Until 1940 the Federal Government reimbursed States to the extent of one-half the payments to recipients of old-age assistance and aid to the blind to a Federal-State maximum of \$30 a month;

²³ Alabama, Arizona, Colorado, District of Columbia, Florida, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Massachusetts, Montana, Nebraska, New Hampshire, North Carolina, Oregon, South Dakota, Vermont, Virginia, West Virginia, Wisconsin, and Wyoming.

²⁴ California, Connecticut, New Jersey, North Dakota, Ohio, and Washington.

²⁵ Alabama, Arkansas, Delaware, Georgia, Hawaii, Kansas, Louisiana, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Utah, Washington, and Wisconsin.

²⁶ Arizona, Colorado, Florida, Idaho, Maryland, Missouri, Montana, Nebraska, North Carolina, Virginia, and Wyoming.

²⁷ California, Indiana, Minnesota, and Vermont.

²⁸ South Carolina, Tennessee, West Virginia, and District of Columbia.

²⁹ For the distribution of amounts of payments to recipients of old-age assistance and aid to dependent children accepted in 1938-39, see charts 9 and 10, p. 201.

for aid to dependent children Federal participation was limited to one-third of the payments to recipients up to a maximum of \$18 for the first child and \$12 for each additional child in the same household. Amendments enacted in August 1939 increased to \$40 (effective January 1, 1940) the maximum payment in which the Federal Government will participate for old-age assistance and aid to the blind. Federal matching for aid to dependent children was increased from one-third to one-half; the maximum amount subject to Federal matching, however, was not changed. As States avail themselves of these additional funds by increasing the amount of individual assistance grants, needs will be more adequately met. It is questionable, however, whether the increased Federal funds available for the needy aged and blind will have much effect in States which face the problem of funds inadequate to meet even their present low standards.

The amount available for assistance and the policies adopted for the determination of eligibility and the amount of grant are, of course, major factors in determining the size of a State's case load. In several States faced with the problem of insufficient funds a question has arisen as to whether it is preferable to distribute available funds among all eligible persons, even though each would receive very little, or to restrict the number accepted for assistance and provide more adequately for them. To determine which of these alternatives is more desirable has been difficult, since it necessitates a comparative evaluation of two methods of adjustment to a situation which in itself prevents an adequate assistance program. Some States have attempted to deal with the problem by reducing the amount of individual grants; in others intake has been restricted, and those who are eligible but for whom there are no funds are placed on a "waiting list" to be certified for assistance when funds become available.

Conditions of Eligibility

In addition to need, the Social Security Act requires as a condition of eligibility for Federal participation in payments to individuals only that: An aged person must not be less than 65 years of age (except that until January 1, 1940, an age requirement of up to 70 years was permitted); a dependent child must be deprived of parental support or care by the death, incapacity, or absence

of a parent and must be living in the home of relatives of a certain degree of relationship; and a recipient of blind assistance must be blind. A State plan which contains more liberal provisions may be approved by the Social Security Board, but Federal funds may not be used for payments to individuals who do not meet the eligibility requirements stated in the Federal act.

A State plan, however, may not impose as a condition of eligibility for old-age assistance or aid to the blind any citizenship requirement which excludes a citizen of the United States. States may, as a requisite for aid to the aged and the blind, require residence in the State not to exceed 5 of the last 9 years with 1 year immediately preceding application; and, for children, 1 year's residence immediately preceding the application, or, if the child was born in the State within 1 year of the application, 1 year's residence for the mother immediately preceding the birth. There is further provision against the use of Federal funds for assistance to inmates of public institutions.

Conformity to these requirements has involved considerable progress over the previous situation. Before 1935 the minimum required for old-age assistance was 70 years in approximately half of the State laws, and the most common State residence requirement was 10 or 15 years, with county residence an additional requirement in some States. Citizenship, often for a considerable number of years prior to application for assistance, was an almost universal requirement. Aid to the blind was usually limited to persons aged over 18 or 21 years. Aid to dependent children was usually granted only in the event of death or absence of the father and in many States was granted only in behalf of children under the age of 14. In addition, many States had other miscellaneous requirements which were not related to need. Thus assistance was sometimes denied when a person had been convicted of a felony, or had refused to support his family, or had deserted a spouse, or was an habitual beggar, drunkard, or tramp. These restrictions were apparently intended to limit assistance to people who were considered "worthy."

Since the initial impact of the Social Security Act progress in developing more liberal conditions of eligibility has been gradual but steady. The full measure of efforts to liberalize eligibility requirements cannot be ascertained from a review of only

the changes actually accomplished. Many other attempts have been made to improve and liberalize eligibility conditions which fell short of success but which have indicated enlightened awareness of existing needs and have increased pressure to effect improvement. Eligibility requirements in 1939 may be summarized as follows:

Age

Old-age assistance.—In all but 3 (Missouri, New Hampshire, and Pennsylvania) of the 51 approved plans, the age requirement was 65 years during 1939. These 3 States had an age requirement of 70 years which was to be lowered to 65 beginning with 1940. One State (Colorado) also granted assistance to otherwise eligible persons aged 60–64 who were registered voters and had resided in the State continuously for 35 years. There has been relatively little change in age requirements since the inauguration of the Federal-State old-age assistance programs, although many bills have been introduced in State legislatures attempting to lower State age requirements to less than 65 years. Four States³⁵ provide for a decrease in the age requirement in the event of such change in the Federal law.

Aid to the blind.—Twelve jurisdictions³⁶ with approved plans had no age requirement. Twelve States³⁷ gave assistance only to persons aged 16 or over, and 18³⁸ had minimum age requirements ranging from 17 to 21 years.

Aid to dependent children.—Before August 1939 four jurisdictions³⁹ made payments to children up to age 18 and one (Michigan) to children up to age 17, while in two States (Ohio and Wisconsin) payments up to age 18 could be authorized at the discretion of the administering agency. The remaining States with approved plans assisted dependent children until age 16. An amendment to the Federal act effective August 10, 1939, raised the maximum age limitation for Federal participation to include children aged 16 up to 18 who were determined by the State agency to be regularly attending school. By the end of 1939

four States⁴⁰ were granting assistance to children up to age 18, and six States⁴¹ were granting such assistance if the children aged 16 up to 18 were attending school. Two States (Ohio and Wisconsin) continued to grant assistance up to age 18 at the discretion of the local agency, and one State (Michigan) continued to grant assistance up to age 17. Additional States were in the process of amending their plans to raise to 18 the age limit for children in school.

Residence

Old-age assistance.—In 1939 the residence requirements of 12 jurisdictions⁴² were more liberal than the maximum permitted for Federal participation; the other 39 had that maximum. Of the 12 jurisdictions, 1 (New Hampshire) required only 6 months' State residence, 4⁴³ required 1 year, and 1 (South Dakota) required 2 of the last 9 years with 1 year immediately preceding the application. The remaining 6⁴⁴ varied to a lesser degree from the maximum requirement permitted. There has been a slight tendency to lower the residence restrictions.

Aid to the blind.—In 1939 residence requirements in 8 jurisdictions⁴⁵ were more liberal than the Federal maximum, and 21⁴⁶ of the remaining 34 waived their residence requirement in varying degree if the applicant lost his sight while residing in the State. Of the 8 States, 1 (New Hampshire) required 6 months, 5⁴⁷ required only a year's residence, 1 (Hawaii) required 5 of the last 9 years, and 1 (Mississippi) had no residence requirement but had a policy of excluding "transient blind." For the country as a whole there has been comparatively little change since 1935 in residence requirements for the blind.

Aid to dependent children.—The plans of two jurisdictions (Georgia and Vermont) contained no residence requirements, and seven plans⁴⁸ con-

³⁵ California, Florida, North Dakota, and Washington.

³⁶ Colorado, Connecticut, Hawaii, Kansas, Louisiana, Maryland, Montana, New York, North Carolina, Oklahoma, South Carolina, and Virginia.
³⁷ Alabama, Arizona, Arkansas, California, Florida, Maine, Michigan, Mississippi, Nebraska, New Hampshire, Oregon, and Tennessee.
³⁸ District of Columbia, Georgia, Idaho, Indiana, Iowa, Massachusetts, Minnesota, New Jersey, New Mexico, North Dakota, Ohio, South Dakota, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

³⁹ California, Hawaii, Minnesota, and North Dakota.
⁴⁰ Same jurisdictions as footnote 39.
⁴¹ Colorado, Delaware, Idaho, Massachusetts, Montana, and Oregon.
⁴² Alabama, Alaska, Arkansas, Delaware, Georgia, Hawaii, New Hampshire, Rhode Island, South Dakota, Vermont, Washington, and West Virginia.
⁴³ Alabama, Arkansas, Georgia, and West Virginia.
⁴⁴ Alaska, Delaware, Hawaii, Rhode Island, Vermont, and Washington.
⁴⁵ Arkansas, Georgia, Hawaii, Mississippi, New Hampshire, North Carolina, North Dakota, and West Virginia.
⁴⁶ Alabama, Arizona, Arkansas, Colorado, District of Columbia, Idaho, Indiana, Iowa, Louisiana, Maryland, Michigan, Minnesota, New Mexico, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Vermont, Washington, and Wisconsin.
⁴⁷ Arkansas, Georgia, North Carolina, North Dakota, and West Virginia.
⁴⁸ Arkansas, California, Delaware, Maryland, New Jersey, North Dakota, and Wisconsin.

ained residence requirements slightly more liberal than the maximum permitted by the Federal act. For the remainder, provisions of the State law were the maximum permitted for Federal participation.

Citizenship

Old-age assistance. — Twenty-two⁴⁹ approved plans for old-age assistance did not require citizenship as a condition of eligibility, and of the 29 jurisdictions which still contained such provision, 6⁵⁰ permitted as an alternative a continuous period of residence in the United States ranging from 10 to 30 years. There has been a general trend toward eliminating or amending the citizenship requirement.

Aid to the blind.—Only seven jurisdictions⁵¹ required citizenship as a condition of eligibility. From the beginning there were fewer such requirements in the blind program than in other special types of assistance and the number has steadily decreased.

Aid to dependent children.—There were no citizenship requirements in the approved plans for aid to dependent children.

Other Requirements

Restrictive conditions of eligibility which are not related to need but which would tend to limit assistance to applicants of supposedly proper moral character were carried over in many public assistance plans from earlier laws. Some States have officially eliminated such provisions, but they still exist in some form in almost a third of the plans for old-age assistance and in slightly more than half of the plans for aid to the blind. In the latter category the restriction is usually against the solicitation of alms. The actual restrictive effect of these requirements, however, has usually been modified by administrative discretion since State agencies have recognized that moral factors are difficult to determine objectively or to evaluate as a proper basis for refusing assistance to persons in need.

⁴⁹ Alabama, Arkansas, Florida, Georgia, Hawaii, Kansas, Louisiana, Michigan, Mississippi, Missouri, Montana, Nebraska, New Mexico, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Utah, Virginia, Washington, and West Virginia.

⁵⁰ Iowa, Minnesota, North Carolina, North Dakota, Rhode Island, and Wyoming.

⁵¹ Connecticut, District of Columbia, Indiana, Iowa, New York, North Dakota, and Vermont.

In the program for aid to dependent children, a majority of the plans required that the home of a recipient be "suitable" and a few plans stipulate that the parent or guardian must be a proper person. These restrictions also have usually been subject to discretionary interpretation.

The extent to which relatives of an applicant for assistance should be held responsible for his support has been a chronic problem in the administration of public assistance. According to the tradition of the poor law this responsibility was axiomatic, and this attitude was carried over into most of the public assistance plans although the Social Security Act does not require as a condition of Federal grants that support from relatives be solicited. Of 51 jurisdictions with old-age assistance plans, 27⁵² had in 1939 public assistance laws which required that an applicant have no legally liable relative able to give support and 14⁵³ invoked the provisions of other laws, usually the State poor laws, to accomplish this purpose. Of 42 jurisdictions with approved plans for aid to the blind as of the end of 1939, 22⁵⁴ had public assistance laws which required that an applicant have no legally responsible relative able to give support, and 13⁵⁵ invoked provisions of other laws, usually State poor laws, for the same purpose.

In this area also State agencies have used discretion in administering the laws. States have often found it difficult to determine "ability to support" on the basis of objective criteria, particularly when relatives have only a small income. Experience has also indicated that assistance which is forced is not usually to be relied upon. Therefore, although nearly all States attempt to communicate with relatives in order to obtain their help, only 13 jurisdictions⁵⁶ in which the old-age assistance plan specifies that relatives are responsible deny assistance to an applicant whose

⁵² Alabama, Alaska, California, Connecticut, Delaware, District of Columbia, Hawaii, Illinois, Indiana, Iowa, Maine, Maryland, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oregon, Rhode Island, Vermont, Virginia, Washington, West Virginia, and Wisconsin.

⁵³ Colorado, Florida, Georgia, Idaho, Kentucky, Louisiana, Massachusetts, Michigan, Montana, Nevada, New Mexico, Oklahoma, Pennsylvania, and South Dakota.

⁵⁴ Alabama, California, Connecticut, District of Columbia, Hawaii, Indiana, Maine, Maryland, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Carolina, North Dakota, Oregon, South Carolina, Virginia, Washington, West Virginia, and Wisconsin.

⁵⁵ Colorado, Florida, Georgia, Idaho, Iowa, Louisiana, Massachusetts, Michigan, Montana, New Mexico, Oklahoma, South Dakota, and Utah.

⁵⁶ Connecticut, Delaware, District of Columbia, Iowa, Louisiana, Maine, Massachusetts, Mississippi, Oregon, Pennsylvania, South Carolina, Vermont, and Washington.

relative, though found able to give support, refuses to do so. In only 7 jurisdictions⁵⁷ is assistance refused an applicant for aid to the blind in these circumstances. Constant pressure for liberalization of the requirements for support by relatives has been exerted particularly by recipients of old-age assistance, both as individuals and through organizations.

The availability of funds for assistance sometimes plays a great part in the enactment and administration of eligibility requirements. It is probable that further liberalization of eligibility conditions in some States has been hampered more by fear that funds will be insufficient than by the conviction that all existing requirements are desirable. The distinction may be of little importance to persons to whom assistance is now denied, but it is of value in determining steps necessary for future progress.

Confidential Nature of Records

State agencies have found from experience that it is essential to efficient operation to safeguard the confidential character of public assistance records. The necessary cooperation on the part of an applicant for assistance in the determination of eligibility can be obtained only when there is confidence that information given in this connection will not be used for any other purpose. From a social point of view also such protection has been found desirable. Attempts have sometimes been made to discourage applicants for aid by attaching some stigma to the receipt of assistance. Since it has been increasingly recognized that the need for assistance may not be due to any deficiency on the part of the applicant, it has been realized that records should be protected to spare the recipient possible humiliation. Protection of the names of recipients of assistance is also advocated to prevent the use of lists for commercial or political purposes. There has been a consistent increase in the number of States which protect public assistance records, and most State agencies now have authority to safeguard such records to a greater or lesser extent, although in some States publication of names of recipients is still required by statute. Amendments to the Social Security Act effective July 1, 1941, require that safeguards which restrict the use or disclosure of information concerning public

assistance applicants and recipients to purposes directly connected with the administration of assistance must be included in the plans of States which receive Federal grants.

Appeals and Fair Hearings

Under the Social Security Act an approved State plan must provide that individuals whose claims for assistance are denied have the right of appeal and the opportunity for a fair hearing before the responsible State agency. The appeals and fair-hearing procedures are designed to protect applicants or recipients against discrimination or personal bias and to ensure that each case is judged in accordance with the State law and plan. These procedures should also enable the State agency to rectify errors in local operations and, through awareness of these deficiencies, should provide information as to the areas in which improvement is necessary.

The fair-hearings requirement has introduced a new factor into assistance administration and consequently has required considerable interpretation. The effectiveness of the procedure depends upon measures to ensure that individuals whose claims for assistance are denied be informed of their right to appeal; that the fair hearing be held in a readily accessible location within a reasonable time and after adequate notice; that the appellant be permitted to produce witnesses and evidence; that the hearing be informal; and that the decision be reached solely on the basis of the evidence presented. The fair-hearing procedure involves considerable expenditure of time and effort on the part of local and State officials and on the part of the appellant. During the elapsed period the cause of dissatisfaction to the appellant remains in effect. Most States have developed some type of adjustment procedure through which an applicant may discuss his complaint with the appropriate authorities prior to a formal hearing in order that the agency may be fully apprised of any new or additional information which might make possible a mutually satisfactory adjustment of the situation without formal proceedings. This procedure does not, of course, affect the right of an applicant or recipient to obtain a fair hearing if he wishes it.

Actual administrative practices developed by the States have not been uniform. Some State agencies have failed to appreciate the value of

⁵⁷ District of Columbia, Louisiana, Massachusetts, Mississippi, Oregon, South Carolina, and Washington.

the fair-hearing procedure as a tool in supervision, and in many instances potential appellants apparently have been unaware of their rights or unable to make proper use of them. Fair-hearing procedures are of special significance in the development of the concept of assistance as a right, conditional on fulfillment of certain conditions of eligibility. They have also become of major importance when persons to whom assistance was denied have appealed to the courts. More States are encouraging the use of the fair hearing, and the number of hearings is steadily increasing.

Other Services to Recipients

A great number of the recipients of public assistance require economic assistance only, but frequently social and physical needs which cannot be met by a cash assistance grant are associated with economic dependency. These needs may range from physical disorders to problems of emotional instability and family relationships. Although not necessarily a factor in the determination of eligibility for financial aid, they are often fundamental to the well-being of the persons concerned. It is essential to sound public assistance administration that these problems be recognized and that the local worker who comes in contact with them attempt to utilize all the resources which may be available for dealing with them.

State public assistance agencies in large part, therefore, have organized themselves to offer case-work services both as an integral part of the process of determining eligibility and amount of assistance and as supplemental to the eligibility process. These attempts to meet the service needs of recipients of public assistance have been made through provision for State and local staff equipped to offer case-work services in the fields of family and child welfare and through the provision of specialized consultant services in related fields such as home economics and medical social work. A substantial number of agencies administering aid to the blind offer special services for the blind in addition to assistance, and usually child-welfare services are provided through the agency responsible for the public assistance programs in cooperation with the United States Children's Bureau.

Medical care is a distinct and frequent need among recipients of assistance, but Federal public assistance grants may not be used directly for

this purpose. Since medical needs are frequently unpredictable, it is difficult to allow for medical care in the regular budget as is done for food and rent, although many States attempt to do so. Most State assistance plans refer only briefly to the provision of medical services, but presumably, when no reference to such services is made, the recipient of assistance has recourse to the established method of providing medical care for the indigent. Little authoritative information is available for the country as a whole on the type and method of medical care provided or the extent of such provision in terms either of money expended or number of persons assisted. Very few State assistance agencies have made provision for adequate medical direction and supervision of health services for recipients of public assistance, although in some States considerable sums are expended for these services.

State Personnel

The magnitude and complexity of the problems involved in efficient administration of assistance programs have brought widespread recognition of the need for personnel with specialized training as well as experience. When programs were initiated under the Social Security Act, the need for staff far exceeded the supply of qualified persons. As public awareness of the situation has developed, however, educational facilities have been expanded so that it may be anticipated that the problem of obtaining adequately trained staff will in time become less acute. The earliest State plans contained virtually no provisions relating to personnel standards. Responsibility, however, was delegated to the Social Security Board to require methods of administration necessary for efficient operation. It soon became obvious that administration could not be properly evaluated without reference to the quality of personnel and that, therefore, there was a contradiction in the act if the parenthetical clause concerning personnel was interpreted to mean that objective standards for each class of position could not be required as one of the methods of administration necessary for efficient operation. In view of its responsibility, the Social Security Board adopted a policy in July 1936 requiring State agencies to set up minimum objective personnel standards of training and experience.

At first State agencies usually limited these re-

quirements to social-work personnel, but gradually they were extended to other positions as well. Minimum qualifications and methods of personnel administration have varied in the different States. Thus for similar positions there were differences in the training and experience required and in the salaries paid. Such variations are sometimes caused by residence requirements for personnel which still exist in most States and which limit the available supply, by statutory provisions which prohibit or limit educational requirements, by inadequate funds for administration, or by the varying recognition of the need for a qualified staff. Although progress has not been uniform, personnel standards have been raised steadily. State agencies have been able to shift emphasis from the simple requirement of minimum qualifications to comprehensive personnel plans which serve as a basis for recruiting, appointing, and retaining personnel on a merit basis.

The Social Security Act was amended in August 1939 to require that State methods of administration should include, after January 1, 1940, "methods relating to the establishment and maintenance of personnel standards on a merit basis." On November 1, 1939, the Board promulgated standards for a merit system which were considered necessary for compliance with this requirement. These standards provide, among other things, that the system must cover both State and local personnel; must not preclude any person from appointment or tenure on the basis of political or religious opinion or affiliation; and must prohibit participation of employees in political activities, except that an employee shall have the right to express his views as a citizen and to cast his vote. Provision must be made for the establishment and maintenance of a classification and compensation plan based upon investigation and analysis of the positions involved. Personnel must be selected on the basis of merit, and examinations must be on an open competitive basis, practical in nature, and constructed to reveal the applicant's capacity for the position for which he is competing. Employees who had received appointments under a substantially comparable merit system were not required to take new examinations. Other employees could be admitted to the examination covering their positions without regard to minimum qualifications and could be retained if they achieved a passing grade in the examination.

By the end of 1939 most of the State agencies had either submitted rules and regulations for a merit system or agreed to accept the standards proposed by the Board. Improvement has been general, and it is anticipated that the development of sound merit systems of personnel administration will assure the selection, development, and retention of qualified staffs in the administration of public assistance.

Adequacy of Assistance Programs

Federal grants are made to all States on the same matching basis regardless of the difference in ability of the States to provide funds. Thus the States which are able to provide most money receive the largest Federal grants, and States with small appropriations for assistance receive comparably small Federal grants even though the need within the State may be as great and the amount appropriated by the State may represent as great or a greater strain upon the resources of the State. In its report to the President and the Congress on proposed changes in the Social Security Act⁵⁸ the Social Security Board recommended that a basis be established for varying, in accordance with the economic capacity of the State, the percentage of the total cost met through Federal funds.

The disparity in the amounts of assistance granted in different States and in the extent of the programs arises in large part from lack of sufficient funds for financing assistance. This lack may not always be directly related to the financial resources of the State, since States with considerable resources may be hindered in utilizing them through constitutional limitations on taxing or borrowing powers or through fiscal policies which impede appropriations for this purpose. In general, however, residents of States with greater resources are likely to obtain more adequate assistance than persons in similar circumstances residing in States with more limited resources. The inability of States in the latter group to maintain appropriate standards of assistance is reflected in the existence of waiting lists, arbitrary reduction of grants, and low levels of assistance.

Probably only a minority of the total number of persons in need can be assisted through the present programs for special types of public assistance,

⁵⁸ *Proposed Changes in the Social Security Act*, January 1939 (A-21), pp. 25-26.

since these types are limited by definition to certain groups. The division of responsibility between the State and Federal Governments expressed in the establishment of the Works Program, the Social Security Act, and other Federal welfare measures apparently took for granted that the States would be able to provide adequately for the other groups then returned to their care. Under the general relief programs now financed by States and/or localities adequate provision for these groups has not been usual, and standards of assistance and administration are often deficient. Even the meager security of general relief is not available in most instances to individuals who have no legal residence in the State in which they apply. For this group there has been little provision since discontinuance of the Federal transient program.

Among the programs for the special types of public assistance there have also been discrepancies in the adequacy of the assistance provided. In view of the inadequacies of many plans for old-age assistance it would be erroneous to refer to the aged throughout the country as being in a

favorable position, though relatively this program has received favored treatment in most States in comparison with aid to dependent children. Sometimes funds for the aged have been supplied at the expense of aid to dependent children and other public services. The recipients of old-age assistance, although often more adequately aided than the families with dependent children, still receive somewhat less than adequate assistance in many States; and special types of public assistance as a whole, though better financed than general relief, are still in need of more adequate financing.

Under the Social Security Act, State agencies have been able to develop to a considerable degree public acceptance of assistance to the aged, the blind, and children, and to improve the standards of assistance. There is room for further development, but the foundation for continued progress exists. An effective approach to the continuous problem of assisting persons unable to support themselves requires consideration of all groups in need.

Trends in Public Assistance, 1933-39

SINCE 1933, when the Federal Government first assumed a substantial share of the responsibility for the relief of unemployment and economic distress, notable progress has been made in the United States in the development of public programs for furnishing assistance and providing employment to needy persons. Both Federal and State legislation have supplied the statutory basis for these programs, some of which are administered by the Federal Government and others by the States and localities. The programs may be classified as (1) assistance programs providing payments to persons and families in relation to their need, sometimes with a work requirement, and (2) work programs providing earnings to employees on the basis of fixed wage rates and hours of employment.

Classified as assistance programs are those for old-age assistance, aid to dependent children, aid to the blind, general relief, and subsistence payments made by the Farm Security Administration.¹ Only the last of these assistance programs is federally administered; all others are administered by State and local governments. Work programs operated during the period include those of the Work Projects Administration,² the Civil Works Administration, the Civilian Conservation Corps, the National Youth Administration, and work and construction projects of other Federal agencies. All these have been administered by the Federal Government.

Responsibility for the collection of national statistics on the assistance programs is divided between two agencies: Data concerning the four State and locally administered programs—old-age assistance, aid to dependent children, aid to the blind, and general relief—are collected by the Social Security Board; those on emergency subsistence grants to farmers, by the Farm Security Administration. The Federal agencies which administer the work programs compile statistics on their operation, except that data relating to “other Federal work and construction projects” are assembled by the Bureau of Labor Statistics of the Department of Labor.

¹ In addition, a comparatively small amount of aid was given during the period of operation of the Federal Emergency Relief Administration for emergency education, student aid, rural rehabilitation, and transient programs.

² Formerly the Works Progress Administration.

Public Assistance and Work Programs

The assistance programs for the aged, dependent children, and the blind are part of the broad program of social security established by the Social Security Act. Under titles I, IV, and X of the act, Federal grants are made for these special types of public assistance to States with plans approved by the Social Security Board. The general relief program now is administered without Federal participation,³ but data for the program are reported voluntarily by all States to the Social Security Board.

The relative importance of the four assistance programs in the total structure for providing assistance and earnings is indicated in chart 1 and in tables 1, 2, and 3. Chart 1 traces the monthly trend in payments to recipients of public assistance and in earnings of persons employed under Federal work programs during the 7-year period January 1933 through December 1939. The data on which the chart is based are given in table 2. Table 3 gives companion data on the number of recipients under the various programs in each month of the 7-year period. In table 1 are shown, by half-year periods, the amounts expended, the percentage distribution of amounts, and the amounts per inhabitant for each type of assistance and earnings.

Because no common definition underlies the count of recipients and persons employed under the various assistance and work programs, summation of these data is difficult. No comprehensive data are collected on the number of recipients and employed persons who receive aid under more than one of these programs. Estimates of the unduplicated number of households in which assistance and/or earnings are received and of the number of persons in such households are presented in table 3; these estimates, which were compiled jointly by the Work Projects Administration and the Social Security Board, are necessarily crude. In December 1939 an estimated number of nearly 6.2 million households, including 17.7 million persons, received public assistance and/or earnings under Federal work programs. The trend from January 1933 through December

³ Grants to States for general relief were made by the Federal Emergency Relief Administration during the period May 1933-December 1935.

1939 in the number of such households and persons is shown in chart 2.

A clearer indication of the importance of old-age assistance, aid to dependent children, aid to the blind, and general relief in relation to all public assistance and earnings under Federal work programs in the United States may be obtained from a summation of the amounts expended for the programs. In the first 6 months of 1933 a major proportion of the total for assistance and earnings in the continental United States was expended for payments to recipients of the three special types of public assistance and general relief. During this period expenditures for these four programs amounted to \$440 million, or 81 percent of a total of \$543 million. Expenditures for general relief in this half year far exceeded the combined total for old-age assistance, aid to dependent children, and aid to the blind; of a total of \$3.50 per inhabi-

tant, \$3.21 was for general relief and only 29 cents for the three special types of public assistance.

In the last 6 months of 1939 the four assistance programs administered by the States and localities accounted for less than one-third of total expenditures for assistance and earnings. Only 32 percent, or \$0.5 billion of a total outlay of \$1.6 billion, was for these four programs. In this half year, expenditures per inhabitant for the three special types of public assistance exceeded those for general relief; of an expenditure of \$3.99 per inhabitant, \$2.22 was for the special types of public assistance and \$1.77 for general relief.

The sharp rise during the latter part of the 7-year period in payments for old-age assistance, aid to dependent children, and aid to the blind and the marked decline in payments for general relief reflect the impact of numerous forces: the enactment of Federal social security legislation,

Chart 1.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, 1933-39

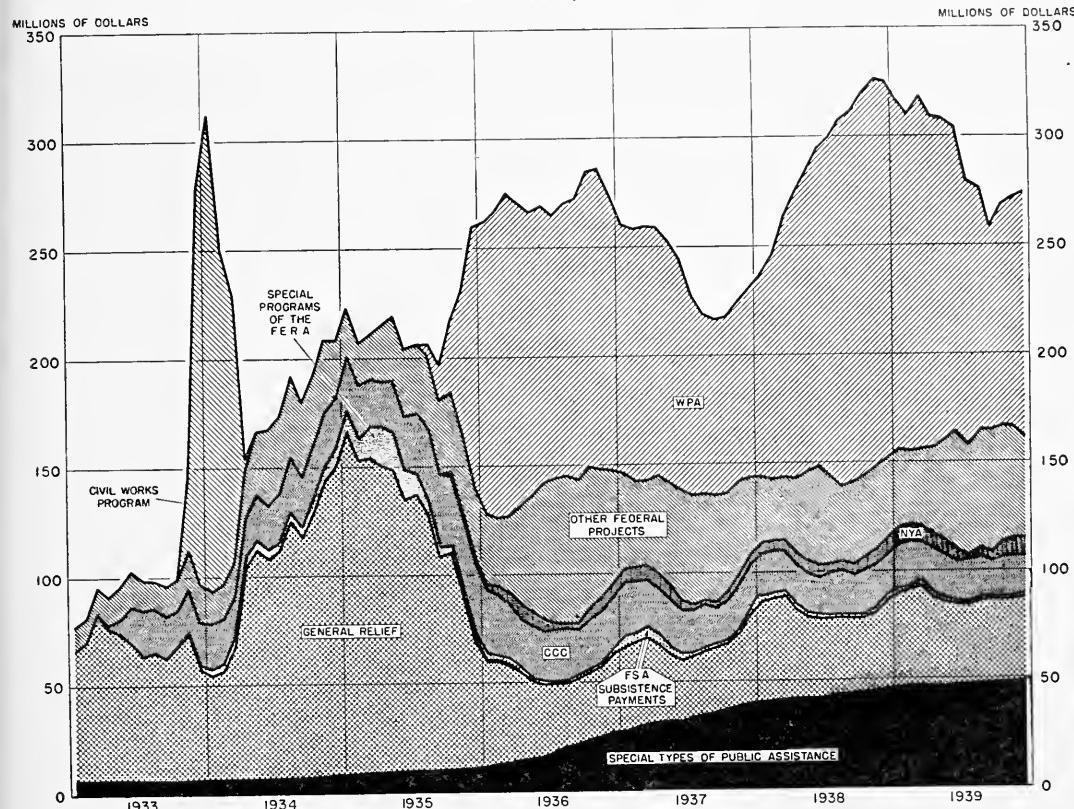


Table I.—*Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, by 6-month periods 1933–39.*

Period	Total	Obligations incurred for—			Earnings of persons employed under Federal work programs						
		Special types of public assistance		Relief under special programs of the Federal Emergency Relief Administration	Substance payments certified by the Farm Security Administration			National Youth Administration			
		Old-age assistance	Aid to dependent children	General relief	Student	Work projects	Administration	Work projects	Work administration	Civilian Conservation Corps	Civil Works Program
Amount (in thousands)											
1933—January-June	\$543,107	\$13,425	\$30,722	\$2,901	\$402,260	\$2,066	-----	\$24,853	-----	\$75,040	\$214,956
July-December	815,051	121,636	19,752	2,938	355,452	3,657	-----	115,855	-----	110,057	303,009
1934—January-June	1,295,409	14,337	30,227	3,227	164,141	25,422	-----	142,536	-----	109,321	1
July-December	1,155,918	17,927	20,432	3,890	735,419	35,946	-----	132,401	-----	145,190	-----
1935—January-June	1,279,736	29,105	30,259	3,890	852,478	85,702	-----	92,541	-----	203,462	-----
July-December	1,035,029	35,861	21,159	4,800	586,302	29,767	218,302	153,360	36,364	\$288,018	-----
1936—January-June	1,607,395	52,763	33,236	6,021	248,757	26,683	217,299	12,299	16,900	261,482	-----
July-December	1,607,395	40,478	26,226	7,665	71,922	190,237	1,185	12,299	16,900	775,150	-----
1937—January-June	1,534,439	141,305	22,322	7,684	211,684	26,959	131,504	16,634	18,491	175,139	376,588
July-December	1,334,910	169,136	35,931	8,603	195,197	467	114,922	11,442	15,766	630,174	265,220
1938—January-June	1,588,195	191,038	46,556	9,412	256,279	-----	13,491	111,236	17,405	506,092	274,079
July-December	1,888,993	201,348	50,891	9,742	219,922	9,096	119,082	7,022	24,155	731,245	268,654
1939—January-June	1,866,787	211,685	50,185	10,995	252,858	-----	12,423	11,402	14,082	228,147	-----
July-December	1,627,640	58,769	10,339	228,865	-----	6,627	112,036	25,867	10,339	918,999	246,103
Percentage distribution ²											
1933—January-June	100.0	2.5	3.8	0.5	74.2	0.4	-----	4.6	-----	-----	14.0
July-December	100.0	1.1	2.4	1.6	43.6	2.0	-----	14.2	-----	11.0	26.4
1934—January-June	100.0	1.6	1.6	1.8	36.3	3.1	-----	9.2	-----	10.2	39.3
July-December	100.0	2.3	1.6	1.3	63.6	6.7	-----	12.3	-----	17.3	(2)
1935—January-June	100.0	2.7	1.6	1.3	44.1	2.3	0.2	10.9	-----	11.6	-----
July-December	100.0	3.3	1.4	1.4	15.5	1.2	.8	10.5	-----	18.1	15.6
1936—January-June	100.0	6.2	1.6	1.4	11.5	.1	.5	9.5	1.1	0.7	16.3
July-December	100.0	9.2	2.1	1.5	13.8	(2)	.1	8.4	.6	1.0	22.8
1937—January-June	100.0	12.7	2.9	1.7	14.6	-----	.8	8.6	1.2	1.2	44.3
July-December	100.0	11.9	2.9	1.6	16.0	-----	.7	8.6	.4	1.0	17.3
1938—January-June	100.0	10.6	2.7	1.5	11.6	-----	.8	7.0	.8	1.1	37.9
July-December	100.0	11.3	3.0	1.6	13.5	-----	.5	6.3	.4	1.3	13.1
1939—January-June	100.0	13.4	3.6	1.6	14.1	-----	.4	6.3	.4	1.4	13.2
July-December	100.0	-----	-----	-----	-----	.4	.6	6.9	.6	1.6	39.7
Amount per inhabitant ³											
1933—January-June	\$4,32	\$0.11	\$0.16	\$0.02	\$3,21	\$0.02	-----	\$0.20	-----	-----	\$0.60
July-December	6,48	.10	.16	.03	2,683	.03	-----	1.94	-----	1.04	\$1.71
1934—January-June	10,11	.16	.03	.03	3,677	.20	-----	1.69	-----	1.58	(4)
July-December	9,13	.14	.10	.03	5,831	.25	-----	1.35	-----	1.60	-----
1935—January-June	10,64	.23	.10	.03	6,691	.07	-----	1.69	-----	2.04	-----
July-December	10,64	.28	.17	.03	6,691	.23	\$0.02	.05	\$1.87	2.93	-----
1936—January-June	12,52	.41	.18	.05	4,945	.02	.01	1.49	.13	5.29	2.12
July-December	12,80	.90	.29	.06	1,449	.01	.01	1.08	.07	.15	-----
1937—January-June	11,87	1.31	.30	.06	1,641	(1)	.01	1.02	.14	.11	3.92
July-December	10,33	1.31	.36	.07	1,982	-----	.07	.06	.13	.13	5.66
1938—January-June	12,36	1.48	.39	.08	1,707	-----	.07	.05	.11	.11	1.77
July-December	14,61	1.56	.43	.08	1,936	-----	.10	.05	.20	.11	1.90
1939—January-June	14,44	1.64	.45	.08	1,936	-----	.10	.02	.20	.11	2.41
July-December	12,59	1.69	1.45	.08	1,777	-----	.05	.07	.07	.07	5.60

¹ See footnotes to table 2; for recipients on assistance payments and persons employed under Federal work programs, see table 3.

² Based on total population (estimated by the U. S. Bureau of the Census) as of July 1 of each year. Except 1938 and 1939 which are based on estimated population as of July 1, 1937.

³ Less than 1 cent.

the withdrawal of the Federal Government from the general relief program with the liquidation of the Federal Emergency Relief Administration,

and the development and extension of work programs as a more constructive method of aiding employable persons.

Chart 2.—Public assistance and Federal work programs: Trends in estimated unduplicated number of households and of persons in households receiving assistance and/or earnings in the continental United States, 1933-39

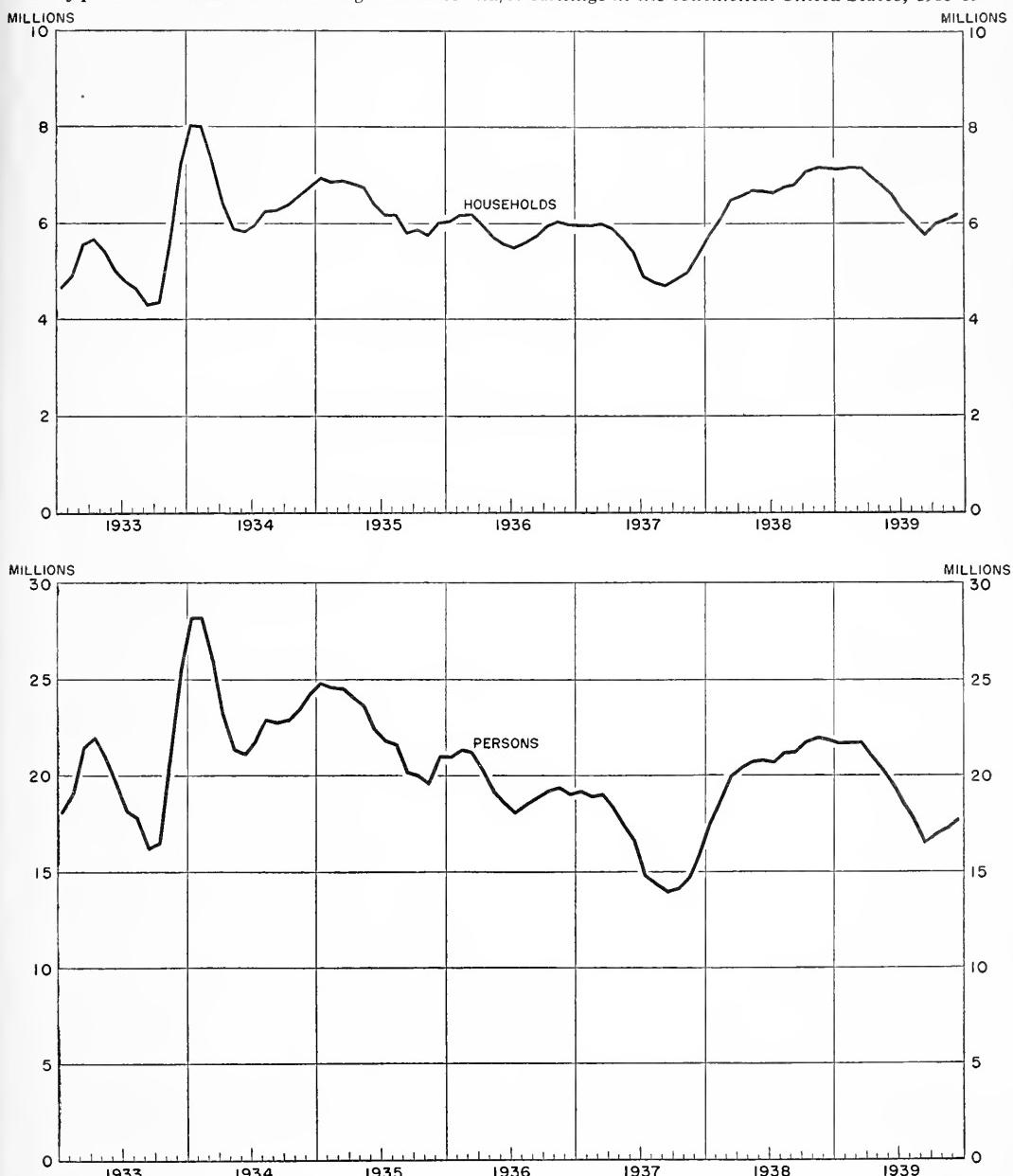


Table 2.—*Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, by months, 1933-39*

Year and month		Earnings of persons employed under Federal work programs*									
		Obligations incurred for—					Work projects				
		Total	Special types of public assistance *	General relief *	Relief under special programs of the Federal Emergency Relocation Administration *		Subsistence payments earned by the Civilian Conservation Corps?		National Youth Administration *		Other Federal construction projects ¹⁰
January	February				77,336	\$72,414	\$758,752	\$5,753	\$140,756	\$165,548	\$214,956
1933 total		\$1,358,159									
January	February	81,074	6,218	6,485	59,615	64,438	326	328	10,910	10,090	
March	95,747	6,215	7,442	420	1,077	1,474	1,474	1,474	11,670	11,670	
April	90,917	6,109	76,309	335	1,077	6,387	1,077	6,387	12,690	14,810	
May	95,529	6,050	68,037	335	1,077	16,992	1,077	16,992	15,770	15,770	
June	102,404	5,961	63,359	322	20,579	20,579	20,579	20,579	14,016	14,016	
July	98,536	5,883	57,719	339	19,169	19,169	19,169	19,169	12,394	12,394	
August	97,942	5,866	59,372	314	15,576	15,576	15,576	15,576	13,596	13,596	
September	95,555	5,870	56,598	322	20,246	20,246	20,246	20,246	17,546	17,546	
October	99,189	5,867	62,531	439	20,319	20,319	20,319	20,319	31,932	31,932	
November	144,307	5,878	67,971	735					16,978	16,978	
December	279,222	6,002	51,361	1,638					183,024	183,024	
1934 total		2,436,328	80,003	1,200,360	61,069						
January	311,521	6,274	48,353	2,667	20,810	20,810	20,810	20,810	14,718	14,718	
February	220,946	6,208	50,219	3,566	20,489	20,489	20,489	20,489	15,964	15,964	
March	229,511	6,300	61,026	4,778	18,761	18,761	18,761	18,761	15,017	15,017	
April	154,128	6,282	97,917	4,682	17,894	17,894	17,894	17,894	21,400	21,400	
May	166,384	6,341	105,942	4,913	20,560	20,560	20,560	20,560	5,968	5,968	
June	167,673	6,418	101,485	4,317	19,907	19,907	19,907	19,907	102	102	
July	173,725	6,571	106,398	3,773	22,113	22,113	22,113	22,113	35,435	35,435	
August	192,197	6,691	118,549	4,288	19,019	19,019	19,019	19,019	37,646	37,646	
September	180,183	112,002	111,002	5,004	23,114	23,114	23,114	23,114	34,328	34,328	
October	193,601	6,940	122,026	8,872	24,510	24,510	24,510	24,510	32,603	32,603	
November	208,498	7,166	135,780	7,671	24,074	24,074	24,074	24,074	33,307	33,307	
December	208,314	8,042	142,604	8,333	23,106	23,106	23,106	23,106	26,160	26,160	
1935 total		2,694,765	114,663	1,433,180	114,986	\$2,541	332,861	\$6,364			
January	223,084	8,478	168,084	9,325	25,036	25,036	25,036	25,036			
February	207,300	8,662	145,163	10,416	21,305	21,305	21,305	21,305			
March	210,889	8,798	145,178	14,754	21,437	21,437	21,437	21,437	19,754	19,754	
April	215,188	9,051	141,148	18,663	20,499	20,499	20,499	20,499	20,692	20,692	
May	218,919	9,213	139,236	17,766	23,075	23,075	23,075	23,075	22,929	22,929	
June	204,359	9,381	125,069	4,381	28,088	28,088	28,088	28,088	31,030	31,030	
July	205,337	9,690	127,073	9,833	33,987	33,987	33,987	33,987	5,512	5,512	
August	205,715	9,684	117,386	7,470	221	221	221	221	33,586	33,586	
September	197,029	9,695	98,125	7,770	1,633	1,633	1,633	1,633	32,617	32,617	
October	216,465	10,211	99,836	9,997	32,106	32,106	32,106	32,106	36,406	36,406	
November	229,981	10,548	79,697	2,718	53,582	53,582	53,582	53,582	36,227	36,227	
December	229,941	10,859	68,185	1,608	2,412	2,412	2,412	2,412	65,015	65,015	
1936 total		3,255,776	217,516	439,004	3,873	20,397	292,329	\$28,863	118,380	33,592	
January	262,145	11,226	48,245	917	2,788	2,788	2,788	2,788	134,237	134,237	
February	265,151	12,452	47,657	549	2,597	2,597	2,597	2,597	140,672	140,672	
March	267,657	14,222	49,736	472	2,311	2,311	2,311	2,311	131,850	131,850	
April	269,510	15,839	53,226	2,014	2,014	2,014	2,014	2,014	138,894	138,894	
May	265,932	15,221	53,326	2,014	2,014	2,014	2,014	2,014	145,957	145,957	
June	270,447	20,467	54,445	2,014	2,014	2,014	2,014	2,014	152,060	152,060	
July	272,000	21,527	56,193	164	805	805	805	805	161,545	161,545	
August	284,112	25,527	58,983	180	1,367	1,367	1,367	1,367	22,729	22,729	
September	285,441	25,922	32,639	101	1,416	1,416	1,416	1,416	135,188	135,188	
October	274,315	36,435	230	230	3,132	3,132	3,132	3,132	137,502	137,502	
November					2,174	2,174	2,174	2,174	52,817	52,817	
December									126,790	126,790	

1937 total.....	2,869,379	397,866	406,831	467	35,894	246,756	24,287	32,684	1,186,266
January.....	260,564	27,802	27,985	20	11,5,484	24,485	2,927	3,057	114,838
February.....	258,303	28,870	39,300	120	12,3,755	24,485	3,227	3,245	116,047
March.....	258,306	28,870	39,813	120	12,5,653	21,238	3,316	3,226	38,880
April.....	258,944	31,125	36,745	30	6,260	21,228	3,347	3,191	113,831
May.....	253,140	31,692	30,615	30	6,271	20,039	3,642	3,106	112,178
June.....	244,203	31,462	28,226	30	6,236	19,356	1,992	2,920	10,368
July.....	227,238	33,025	29,015	19	1,346	19,334	0	91,690	50,733
August.....	219,087	34,056	29,955	19	1,346	19,439	(19)	2,348	82,773
September.....	216,419	35,576	30,724	19	1,397	16,312	1,684	2,193	49,175
October.....	217,751	36,625	30,729	19	1,386	18,379	1,598	2,165	49,538
November.....	224,336	38,004	33,981	19	1,779	20,876	1,987	2,263	42,873
December.....	220,969	39,385	41,243	20	2,276	21,912	2,056	86,445	36,192
1938 total.....	3,487,188	508,985	476,201	.....	22,687	20,318	19,598	41,660	1,750,836
January.....	237,244	40,103	46,404	.....	2,204	19,940	1,996	2,652	93,060
February.....	245,819	40,573	47,471	.....	2,473	19,461	2,068	2,068	28,169
March.....	283,216	41,284	47,478	.....	2,577	18,336	2,038	2,379	28,312
April.....	273,946	41,113	41,740	.....	3,225	21,255	2,066	2,066	24,175
May.....	283,621	37,337	37,337	.....	2,156	18,014	2,006	2,075	46,456
June.....	294,349	41,825	36,147	.....	1,756	17,174	1,855	1,865	45,646
July.....	298,950	42,423	35,990	.....	1,291	19,836	0	1,557,706	40,020
August.....	307,207	42,816	36,344	.....	1,117	20,354	0	167,109	34,750
September.....	312,264	43,266	35,405	.....	1,231	18,107	211	3,060	168,559
October.....	320,296	43,763	34,983	.....	1,492	20,307	1,680	4,923	175,101
November.....	325,585	44,308	36,476	.....	1,703	20,514	2,018	4,192	37,228
December.....	324,651	45,347	40,885	.....	2,202	21,232	2,105	4,400	172,582
1939 total.....	3,494,427	506,060	481,723	.....	20,690	20,513	22,644	51,505	1,565,063
January.....	316,269	45,915	45,915	45,915	2,301	20,642	2,266	4,247	160,606
February.....	310,104	46,208	45,927	45,927	2,327	20,680	2,457	4,472	154,756
March.....	318,486	46,386	46,386	46,386	2,402	18,451	2,446	4,451	162,565
April.....	309,388	46,117	46,277	46,277	2,222	19,974	2,318	5,457	40,385
May.....	308,045	46,167	46,167	46,167	2,687	20,432	2,494	5,286	147,978
June.....	304,525	47,062	37,520	37,520	1,284	19,637	1,825	3,993	53,948
July.....	279,339	47,929	36,426	36,426	1,861	19,317	0	2,661	122,112
August.....	275,593	47,929	36,241	36,241	1,846	19,372	5	4,145	50,612
September.....	283,547	47,967	38,655	38,655	1,846	17,097	306	4,222	55,533
October.....	278,518	47,960	38,711	38,711	1,876	19,308	2,340	4,332	52,905
November.....	271,216	48,277	38,259	38,259	1,156	19,321	2,946	5,250	51,342
December.....	273,464	48,677	35,723	35,723	1,710	17,621	2,955	5,428	46,582

¹ Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision; incorporate an adjustment to publication of series in *Social Security Bulletin*, Vol. 3, No. 2 (February 1940), pp. 52-55.

² Figures for January 1933-January 1936 represent payments from State and local funds only; for subsequent months, from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation.

³ Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures for 1933-36 include direct relief, earnings of relief and nonrelief persons (other than administrative employees) employed under the general relief program of the FERA, and estimates for relief extended to cases by local authorities from public funds under the poor laws.

⁴ Figures from the WPA, Division of Statistics; include relief extended to cases under emergency relief agency education, student aid, rural rehabilitation, and transient programs of the emergency relief administration largely financed from FERA funds.

⁵ Figures from the FSA; represent net amount of emergency grant received by the FSA and distributed during month.

⁶ Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds for the CCC include earnings of enrolled persons only.

⁷ Figures estimated by multiplying average monthly number of persons enrolled by \$70 for each month through June 1939, \$87 for July-October, and \$86.25 for November and December. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled and for certain other items.

⁸ Figures for September 1935-June 1939 from the WPA, Division of Statistics; for subsequent months from the NYA; represent earnings during all pay-roll periods ended during month.

⁹ Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA and, for July 1938 and subsequent months, earnings of persons employed on Federal agency projects financed by transfer of WPA funds; cover all pay-roll periods ended during month.

¹⁰ Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds; cover all pay-roll periods ended during monthly period ended on 15th of specified month.

¹¹ Figures from the WPA, Division of Statistics; represent estimated total earnings during month of persons employed under the Civil Works Program.

¹² For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

¹³ Less than \$500.

Table 3.—*Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by months, 1933-39¹*

[In thousands]

Year and month	Estimated unduplicated total ⁴				Recipients of special types of public assistance ³				Persons employed under Federal work programs ¹			
	Households	Persons in house-bound bodies	Old-age assistance		Aid to dependent children		Civilian Conservation Corps ⁵		National Youth Administration ⁶		Other Federal work and construction projects ¹²	
			Families	Children	Aid to dependent children	Children	Civilian Conservation Corps ⁵	Administration ⁶	Work Adminis-tration ⁹	Work projects	Student aid	Work projects
January 1933	4,656	18,076	116	112	280	25	4,247	65	65	—	—	—
February	4,908	19,080	116	108	270	24	4,512	65	65	—	—	—
March	5,526	21,339	112	113	233	24	5,087	84	67	—	—	—
April	5,646	21,886	110	111	278	25	5,185	72	21	—	—	—
May	5,403	20,966	109	111	278	24	4,840	67	243	—	—	—
June	5,032	19,465	108	108	270	24	4,328	64	68	294	—	—
July	4,787	18,186	106	109	272	25	4,062	63	63	286	—	—
August	4,628	17,841	105	110	275	24	3,940	63	63	274	—	—
September	4,295	16,215	105	111	277	24	3,589	64	67	222	—	—
October	4,356	16,338	104	111	277	25	3,647	67	77	289	—	—
November	5,648	20,735	105	111	277	24	4,037	77	77	323	—	—
December	7,230	26,673	107	112	285	25	3,246	101	290	330	3,567	3,567
January 1934	8,910	28,925	123	110	275	27	3,335	131	297	297	—	—
February	7,258	25,633	123	109	272	26	3,284	109	293	285	4,311	4,311
March	6,770	25,772	123	111	272	26	3,284	109	293	282	3,854	3,854
April	5,869	23,182	123	109	272	27	4,655	259	268	268	2,600	2,600
May	5,869	21,387	123	109	275	26	4,638	259	294	275	3,105	3,105
June	5,817	21,179	130	110	272	29	4,508	289	284	284	494	494
July	5,904	21,779	130	110	272	29	4,033	316	316	316	585	585
August	6,200	22,905	141	110	275	32	4,811	323	357	600	(4)	(4)
September	6,233	22,771	145	109	272	31	4,811	323	330	600	583	583
October	6,375	22,849	154	111	277	33	4,937	331	330	527	—	—
November	6,552	23,431	164	111	277	32	5,930	434	350	496	—	—
December	6,746	24,261	206	113	280	33	5,096	451	352	471	—	—
January 1935	6,934	24,835	240	108	270	33	5,579	460	358	358	—	—
February	6,856	24,572	256	108	267	32	5,542	472	306	347	265	265
March	6,855	24,465	263	108	270	32	5,486	603	293	306	351	351
April	6,735	23,446	274	110	275	33	5,333	646	338	338	412	412
May	6,404	22,457	281	110	275	32	5,139	627	351	447	444	444
June	6,180	21,817	293	108	270	34	4,829	557	401	401	(14)	(14)
July	6,175	21,627	302	110	275	33	4,663	458	481	481	463	463
August	5,792	21,627	314	110	275	33	4,515	389	483	35	374	374
September	5,886	20,163	326	110	275	33	4,191	340	483	184	406	406
October	5,886	20,000	347	112	280	35	3,945	340	459	705	705	705
November	5,751	19,694	339	113	282	34	3,737	330	480	234	1,815	1,815
December	6,083	20,998	378	117	286	35	2,886	92	130	283	—	488
January 1936	6,033	20,910	420	123	304	37	2,219	40	151	321	17	2,880
February	6,184	21,336	473	132	328	41	2,139	139	403	360	79	3,019
March	6,192	21,256	506	132	328	43	2,011	23	355	338	168	2,960
April	5,961	21,384	571	144	350	42	1,628	108	322	417	181	2,626
May	5,545	19,182	607	144	359	43	1,658	133	348	401	178	2,397
June	5,479	18,045	650	144	352	44	1,556	111	336	213	184	2,286
July	5,682	18,472	807	143	382	42	1,434	10	41	165	165	2,246
August	5,715	18,819	809	143	382	44	1,359	9	70	338	162	2,332
September	5,968	19,187	973	154	346	44	1,306	9	68	328	63	2,449
October	6,042	19,356	1,035	158	389	45	1,406	9	45	330	166	2,546
November	5,936	19,005	1,106	160	—	—	—	6	480	234	399	1,510
December	—	—	—	—	—	—	—	—	—	263	—	411

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1937		1938	
January.....	5,973	10,166	411
February.....	5,558	18,875	421
March.....	6,008	19,095	47
April.....	5,578	18,366	47
May.....	5,609	17,452	47
June.....	5,388	16,699	49
July.....	4,886	14,817	49
August.....	4,782	14,408	50
September.....	3,965	14,467	51
October.....	4,838	14,163	51
November.....	4,992	14,656	52
December.....	6,338	15,957	52
January.....	5,771	17,506	234
February.....	6,480	19,907	247
March.....	6,078	20,337	252
April.....	6,686	20,685	252
May.....	6,684	20,774	253
June.....	6,636	20,680	1,07
July.....	6,772	21,103	1,07
August.....	6,812	21,216	1,731
September.....	7,074	21,377	1,731
October.....	7,022	21,694	1,731
November.....	7,156	21,891	1,731
December.....			
January.....			
February.....			
March.....			
April.....			
May.....			
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July.....			
August.....			
September.....			
October.....			
November.....			
December.....			

1 Figures exclude administrative employees. Figures are partly estimated and subject to revision; incomplete revisions subsequent to publication of series in *Social Security Bulletin*, Vol. 3, No. 2 (February 1940), pp. 54-56.

2 Estimated by the Work Projects Administration and the Social Security Board.

3 For January 1935-January 1936 includes recipients assisted from State and local funds only; for subsequent months from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation.

4 Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures represent number aided during month. Figures for 1933-35 include cases receiving direct relief, relief and nonrelief persons (other than administrative employees) employed under general relief program of the FERA, and estimates of general relief cases aided by local authorities from public funds under the poor laws.

5 Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, rural rehabilitation, and transient programs of emergency relief administered largely financed from FERA funds.

6 Figures from the FS; represent not the number of emergency grant vouchers certified to cases during month and, beginning with April 1935, number of cases receiving commodities purchased by the FSA and distributed during month.

7 Figures from the WPA, Division of Statistics; represent estimated number of persons employed on work and other persons employed in whole or in part from CCC construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrollees per month.

8 Figures estimated for January 1933-April 1935; for subsequent months they are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month, except for the Indian Division for which averages are computed from daily figures for September 1935-June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA. Average represents average weekly number of persons employed during month.

9 Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and, for July 1938 and subsequent months, persons employed on Federal agency projects financed by transfer of WPA funds.

10 Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period on 10th of specified month.

11 Figures from the Civil Works Project during month.

12 For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

13 Less than 500 persons.

7 Figures include persons certified as in need of relief and all other persons employed on work and other persons employed in whole or in part from CCC construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrollees per month.

8 Figures estimated for January 1933-April 1935; for subsequent months they are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month, except for the Indian Division for which averages are computed from daily figures for September 1935-June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA. Average represents average weekly number of persons employed during month.

9 Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and, for July 1938 and subsequent months, persons employed on Federal agency projects financed by transfer of WPA funds.

10 Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period on 10th of specified month.

11 Figures from the Civil Works Project during month.

12 For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

13 Less than 500 persons.

State and Local Assistance Programs

This summary presents Nation-wide monthly data on the number of recipients and the amount of payments to recipients under the programs for old-age assistance, aid to dependent children, aid to the blind, and general relief in the years 1933-39. Detailed data for States and Territories on the three special types of public assistance are presented for the last 4 years, 1936-39, in tables 5-35. State data on general relief are given in tables 36-41 for the period beginning April 1937, when the Social Security Board assumed responsibility for continuing the Nation-wide reporting series begun in 1933 under the Federal Emergency Relief Administration; for State data prior to April 1937 reference should be made to publications of the FERA and the WPA.⁴

The data presented for the three special types of public assistance include figures for recipients and payments under programs administered under

State plans approved by the Social Security Board and under similar programs administered without Federal participation. Monthly data for States administering programs without Federal participation are in italics. States without specific statutory provision for such assistance programs are excluded from the tables.⁵ For States administering programs under plans approved by the Social Security Board, data relate both to programs administered under such approved plans and to programs administered concurrently under State law without Federal participation.⁶ The tables also include recipients not eligible under the Federal act who are granted assistance under the State law and payments to these recipients as well as payments in excess of amounts toward which the Federal Government may contribute under the Social Security Act.

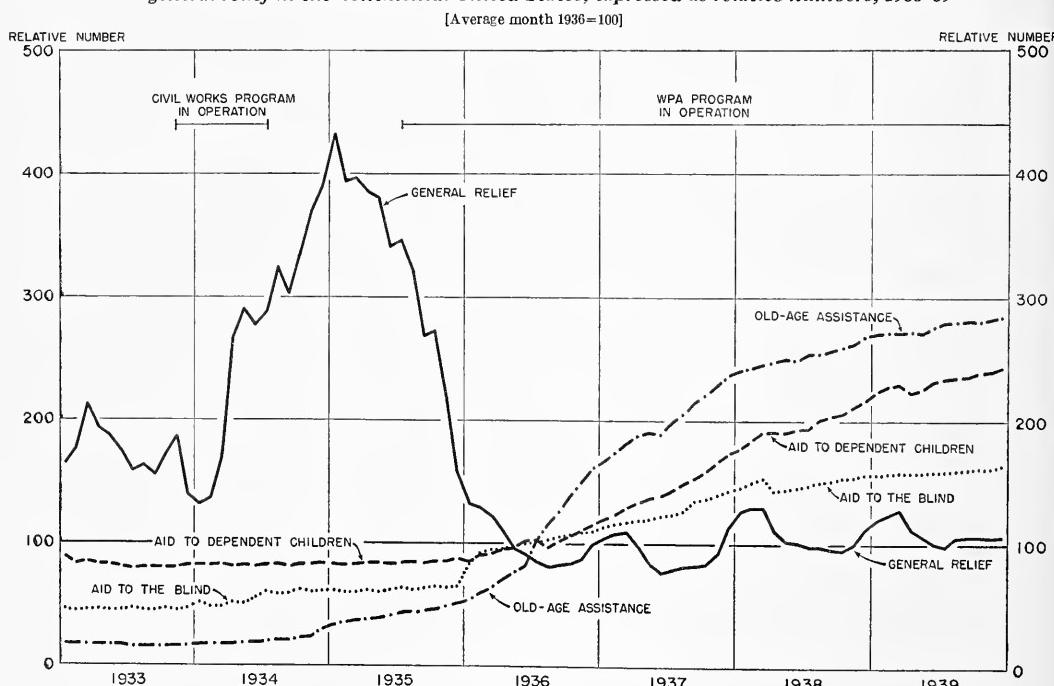
General relief is granted to unemployable persons ineligible for or not receiving the special types

⁴ Federal Emergency Relief Administration, *Statistical Summary of Emergency Relief Activities, January 1933 through December 1935*; Works Progress Administration, *General Relief Statistics For the Fifteen-Month Period January 1936 through March 1937*.

⁵ Kentucky, which is excluded from tables 28-35, has a law for aid to the blind, but information on the status of the program is not available.

⁶ Inclusion of such concurrent programs in the data is indicated in footnotes to the tables.

Chart 3.—Public assistance: Payments to recipients of special types of public assistance and to cases receiving general relief in the continental United States, expressed as relative numbers, 1933-39



of public assistance and to employable persons who cannot be employed under Federal work programs within the limits of existing appropriations. In many States general relief is given also to persons who receive, under other public programs, assistance or earnings which are inadequate to meet family or individual needs.

From the middle of 1933 when the FERA was established until the end of 1935 when the FERA determined its final grants to States, the general relief program was administered by State emergency relief administrations under the supervision

of the FERA. In addition, a very small amount of general relief was administered concurrently by other agencies—usually local poor-relief officials. During these years substantial amounts of general relief were granted in the form of work-relief payments. Since 1935 some work relief has been given, but the amount has been comparatively small. Work-relief payments under the general relief program presumably are based on the needs of the family or individual and not on wage rates and hours of employment as under the Federal work programs.

Table 4.—Public assistance: Recipients and amount of payments to recipients in the continental United States, by months, 1933–39¹

[In thousands]

Year and month	Recipients of special types of public assistance			Cases receiving general relief	Amount of payments to recipients ²					
	Old-age assistance	Aid to dependent children			Total	Old-age assistance	Aid to dependent children	Aid to the blind	General relief ³	
		Families	Children							
1933 total					\$831,166	\$26,071	\$40,504	\$5,839	\$758,752	
January	116	112	280	25	4,247	66,100	2,322	3,670	493	59,615
February	116	108	270	24	4,512	70,656	2,313	3,431	474	64,438
March	112	113	283	24	5,087	83,657	2,249	3,487	479	77,442
April	110	111	278	25	5,185	76,418	2,207	3,406	496	70,309
May	109	111	278	24	4,849	74,097	2,175	3,408	479	68,037
June	108	108	270	24	4,328	69,320	2,159	3,322	480	63,359
July	106	109	272	25	4,062	63,602	2,131	3,252	500	57,719
August	105	110	275	24	3,940	65,238	2,127	3,281	478	59,372
September	105	111	277	24	3,589	62,488	2,098	3,293	479	56,598
October	104	111	277	25	3,647	68,398	2,073	3,283	501	62,531
November	108	111	277	24	4,037	73,849	2,098	3,297	483	67,911
December	107	112	285	25	3,246	57,363	2,139	3,366	497	51,361
1934 total					1,280,363	32,244	40,686	7,073	1,200,360	
January	123	110	275	27	3,135	54,627	2,342	3,389	543	48,353
February	123	109	272	26	3,284	56,427	2,331	3,361	516	50,219
March	125	111	277	26	3,770	67,325	2,373	3,413	514	61,025
April	123	109	272	27	4,656	104,184	2,371	3,353	543	97,917
May	128	110	275	26	4,636	112,283	2,426	3,385	530	105,942
June	130	109	272	29	4,508	107,903	2,474	3,353	591	101,485
July	134	110	275	32	4,603	111,969	2,553	3,381	637	105,398
August	141	110	276	31	4,841	125,240	2,672	3,401	618	118,549
September	145	109	272	31	4,877	117,737	2,750	3,357	628	111,002
October	154	111	277	33	4,920	129,016	2,919	3,409	662	122,026
November	164	111	277	32	5,096	142,946	3,114	3,413	639	135,730
December	206	113	280	33	5,367	150,706	3,919	3,471	652	142,664
1935 total					1,547,843	64,966	41,727	7,970	1,433,180	
January	240	108	270	33	5,579	166,562	4,406	3,417	655	158,084
February	256	107	267	32	5,542	152,825	4,626	3,397	639	144,163
March	263	108	270	32	5,466	153,976	4,738	3,422	638	145,178
April	274	110	275	33	5,313	150,199	4,920	3,472	659	141,148
May	281	110	275	32	5,139	148,449	5,109	3,463	641	139,236
June	293	108	270	33	4,829	134,450	5,306	3,417	658	125,069
July	302	110	275	34	4,663	136,763	5,541	3,468	681	127,073
August	314	110	275	33	4,515	127,190	5,656	3,488	660	117,386
September	326	110	275	33	4,191	108,083	5,817	3,472	669	98,125
October	347	112	280	35	3,995	110,057	6,002	3,526	693	99,836
November	359	113	282	34	3,737	90,245	6,306	3,559	683	79,697
December	378	117	286	35	2,886	69,044	6,539	3,626	694	58,185
1936 total					656,520	155,239	49,463	12,813	439,004	
January	430	123	304	37	2,219	59,671	7,018	3,523	884	48,245
February	473	132	328	41	2,139	59,503	7,713	3,760	979	47,051
March	505	132	328	43	2,011	57,826	8,273	3,797	1,019	44,737
April	571	144	350	42	1,828	54,480	9,247	3,942	1,024	40,268
May	607	149	360	43	1,658	50,079	9,902	3,993	1,045	35,140
June	650	156	382	44	1,556	49,226	10,609	4,222	1,070	33,326
July	788	158	388	42	1,453	49,369	13,088	4,254	1,052	30,945
August	807	148	362	43	1,434	49,838	14,947	4,017	1,102	29,771
September	899	140	346	44	1,389	51,815	16,288	4,212	1,122	30,193

See footnotes at end of table.

Assistance Payments

Payments to recipients under the four assistance programs may be made in the form of direct money payments, payments in kind, or payments for services in behalf of recipients. For the three special types of public assistance, data on assistance in kind or in the form of medical care have been collected by the Social Security Board only since July 1937; data for prior months include only direct money payments. The Social Security Act permits Federal participation only in direct money payments, and such payments represent almost the entire amount of assistance granted under

programs for the special types of public assistance. In December 1939 only 0.7 percent of the assistance payments under these programs was for assistance in kind and medical care. Payment under the general relief program, however, included a much greater proportion of such indirect payments. In December 1939, in 31 States for which such data are available, nearly 32 percent of payments for general relief was for relief in kind and medical care.

The data for the four programs exclude the cost of administration, hospitalization, and burials. For the general relief program they also exclude

Table 4.—Public assistance: Recipients and amount of payments to recipients in the continental United States by month, 1933-39¹—Continued

[In thousands]

Year and month	Recipients of special types of public assistance				Cases receiving general relief	Amount of payments to recipients ²				
	Old-age assistance	Aid to dependent children		Aid to the blind		Total	Old-age assistance	Aid to dependent children	Aid to the blind	General relief ³
		Families	Children	Aid to the blind						
October	973	154	379	44	1,396	\$54,381	\$18,004	\$4,379	\$1,144	\$30,854
November	1,035	158	389	45	1,406	57,131	19,363	4,567	1,163	32,039
December	1,106	160	401	45	1,510	63,199	20,788	4,797	1,179	36,435
1937 total						804,749	310,442	71,254	16,171	406,881
January	1,150	166	411	47	1,662	65,787	21,644	4,941	1,217	37,985
February	1,200	171	421	47	1,676	68,170	22,535	5,107	1,234	39,300
March	1,256	178	437	48	1,684	70,051	23,602	5,378	1,259	39,813
April	1,296	183	450	49	1,550	66,807	24,361	5,496	1,268	35,745
May	1,327	189	464	49	1,382	62,307	24,753	5,660	1,279	30,615
June	1,290	192	473	50	1,277	59,688	24,410	5,740	1,311	28,226
July	1,392	196	481	50	1,257	62,040	25,799	5,896	1,329	29,015
August	1,432	203	502	51	1,271	64,010	26,577	6,125	1,354	29,955
September	1,467	209	518	52	1,265	65,850	27,832	6,303	1,440	30,274
October	1,503	215	533	54	1,270	67,354	28,607	6,555	1,464	30,729
November	1,541	220	544	55	1,368	71,985	29,626	6,885	1,492	33,981
December	1,577	228	565	56	1,626	80,628	30,695	7,167	1,524	41,243
1938 total						985,183	392,386	77,446	19,152	476,199
January	1,600	234	578	57	1,893	\$6,507	31,186	7,357	1,560	46,404
February	1,623	241	595	59	1,996	87,780	31,403	7,572	1,598	47,207
March	1,646	247	610	60	1,994	88,755	31,782	7,874	1,629	47,471
April	1,662	252	622	60	1,815	82,591	32,072	7,880	1,527	41,113
May	1,677	256	630	62	1,696	79,078	32,319	7,886	1,536	37,337
June	1,657	258	638	62	1,648	78,572	32,276	7,987	1,562	36,747
July	1,707	260	640	63	1,610	78,421	32,826	8,013	1,583	35,999
August	1,716	265	651	64	1,581	79,059	32,915	8,301	1,598	36,244
September	1,731	268	659	65	1,526	78,670	33,260	8,390	1,615	35,405
October	1,746	271	664	65	1,496	78,696	33,626	8,507	1,630	34,933
November	1,762	274	672	66	1,518	80,844	33,981	8,740	1,648	36,476
December	1,776	280	684	67	1,631	86,212	34,740	8,940	1,667	40,865
1939 total						1,047,783	430,666	114,955	20,438	481,723
January	1,788	287	701	67	1,772	89,593	35,024	9,226	1,665	43,679
February	1,800	296	717	67	1,844	91,235	35,158	9,392	1,678	45,027
March	1,814	298	724	70	1,724	87,488	35,311	9,210	1,690	41,277
April	1,830	296	714	68	1,644	85,403	35,204	9,278	1,685	39,236
May	1,833	300	721	68	1,568	84,132	35,502	9,533	1,696	37,050
June	1,842	311	748	68	1,539	83,801	36,191	9,635	1,703	36,271
July	1,858	312	750	69	1,583	86,008	36,385	9,669	1,712	35,241
August	1,872	313	751	69	1,670	86,602	36,518	9,713	1,715	35,655
September	1,885	313	753	69	1,633	86,611	36,334	9,841	1,725	35,711
October	1,894	314	752	69	1,565	86,531	36,637	9,900	1,735	35,259
November	1,904	314	753	70	1,667	87,405	36,916	10,011	1,749	35,723

¹ Figures for 3 special types of public assistance for January 1933-January 1936 represent payments and recipients of payments from State and local funds only; for subsequent months, from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation. Data for general relief, January 1933-March 1937, from the Work Projects Administration, Division of Statistics; figures for 1933-35 include direct relief, relief and nonrelief employment (other

than administrative employees) under the general relief program of the Federal Emergency Relief Administration, and estimates for general relief administered by local authorities from public funds under the poor laws. All figures partly estimated.

² Excludes cost of administration and of hospitalization and burials.

³ Excludes cost of special programs and of materials, equipment, and other items incident to operation of work-relief programs.

the cost of materials, equipment, and other items incident to the operation of work-relief programs.

Recipients and Cases

Two terms are used to designate the individuals and families receiving assistance—"recipients" of the special types of public assistance and "cases" receiving general relief. Under the programs for

the special types of public assistance the term "recipient" has several meanings. The recipient of old-age assistance or aid to the blind is ordinarily an individual. In some States, however, joint grants of old-age assistance sometimes are made to two eligible individuals, e. g., husband and wife living in the same household, who are counted as one recipient. The recipient of aid to

Table 5.—Public assistance: Recipients and amount of payments to recipients in Alaska, Hawaii, and the Virgin Islands, by months, 1936-39¹

Year and month	Alaska ²		Hawaii						Virgin Islands ⁴	
	Old-age assistance		Old-age assistance		Aid to dependent children ³		Aid to the blind		General relief	
	Recipients	Amount of payments to recipients	Recipients	Amount of payments to recipients	Recipients	Amount of payments to recipients	Recipients	Amount of payments to recipients	Cases	Amount of payments to cases
Year and month	Recipients	Amount of payments to recipients	Recipients	Amount of payments to recipients	Families	Children	Recipients	Amount of payments to recipients	Cases	Amount of payments to cases
1936 total		\$167,297		\$77,660					(4)	
January	518	12,406	523	5,851					(3)	(3)
February	518	12,407	555	6,070					(3)	(3)
March	518	12,407	565	6,394					(3)	(3)
April	550	15,787	665	6,375					(3)	(3)
May	550	15,787	673	6,464					(3)	(3)
June	550	15,787	679	6,574					(3)	(3)
July	561	14,382	684	6,584					(3)	(3)
August	561	14,382	684	6,600					(3)	(3)
September	661	14,382	580	6,622					(3)	(3)
October	673	15,240	583	6,650					(3)	(3)
November	673	15,240	587	6,663					(3)	(3)
December	673	15,240	595	6,813					(3)	(3)
1937 total		195,485		164,545			\$196,876		\$2,240	
January	599	16,101	594	6,803					(3)	(3)
February	599	16,102	594	7,980					(3)	(3)
March	599	16,102	693	8,126					(3)	(3)
April	599	16,170	596	8,488					(3)	(3)
May	598	16,105	598	8,698					(3)	(3)
June	598	16,105	813	10,249	697	2,492	21,635		(3)	(3)
July	566	15,295	1,167	15,182	751	2,665	24,684	\$0	60	637
August	562	15,170	1,233	16,129	738	2,658	24,237	\$0	60	633
September	574	15,680	1,319	17,138	790	2,791	26,032	\$0	60	637
October	577	15,850	1,342	17,570	830	2,839	31,834	\$0	60	632
November	612	17,125	1,357	18,655	842	2,859	33,805	56	1,120	622
December	688	19,680	1,412	19,527	861	2,987	34,749	56	1,120	640
1938 total		307,737		255,562			363,749		10,381	
January	709	20,230	1,569	21,459	873	3,021	35,510	44	683	(3)
February	752	21,245	1,569	19,674	579	3,034	29,266	47	649	(3)
March	794	22,145	1,407	17,886	880	3,038	28,852	49	678	(3)
April	856	23,492	1,607	20,031	880	3,146	29,291	49	667	(3)
May	903	24,697	1,703	21,488	916	3,243	30,336	62	897	(3)
June	950	25,892	1,715	21,499	802	3,146	29,618	66	992	(3)
July	1,001	27,106	1,773	22,103	894	3,134	29,690	66	990	\$50
August	1,021	27,726	1,762	22,070	868	3,082	29,265	64	942	918
September	1,039	28,211	1,761	22,034	863	3,052	28,885	64	971	1,013
October	1,045	28,546	1,766	22,208	860	3,046	28,829	69	994	955
November	1,051	28,791	1,783	22,424	915	3,227	31,583	68	967	922
December	1,078	29,656	1,771	22,388	941	3,361	32,624	67	951	843
1939 total		409,078		262,004			388,038		11,436	
January	1,114	30,668	1,776	22,280	942	3,358	32,230	66	913	939
February	1,157	31,369	1,772	22,346	967	3,433	33,486	67	949	1,015
March	1,172	32,150	1,771	22,200	979	3,471	34,251	67	990	1,227
April	1,202	33,125	1,772	22,487	989	3,461	34,658	68	988	1,186
May	1,269	33,455	1,773	22,470	995	3,475	34,867	70	1,027	1,020
June	1,220	33,455	1,758	22,568	1,006	3,511	35,769	69	1,013	855
July	1,246	34,330	1,778	22,449	994	3,506	35,407	69	993	656
August	1,269	35,095	1,735	18,978	862	3,040	27,092	67	872	666
September	1,280	35,625	1,707	18,667	854	3,024	27,074	69	893	696
October	1,304	36,212	1,717	18,882	916	3,193	29,722	70	920	761
November	1,314	36,577	1,713	18,953	932	3,293	30,961	71	933	773
December	1,327	37,022	1,714	19,634	979	3,393	32,471	70	945	872

¹ Figures italicized represent program administered without Federal participation.

² Not administering aid to the blind. Data not available for general relief and for aid to dependent children, which is administered without Federal participation.

³ Estimated for June 1937-May 1938.

⁴ Not administering 3 special types of public assistance.

⁵ Not available.

⁶ Federal funds available but no payments made.

dependent children is a family consisting of one or more dependent children under 16 years of age living with at least one adult relative.⁸ The general relief "case" may consist of a family, a group of unrelated persons living together as a social and economic unit, or an individual.

⁷ Some States have always granted aid from State and local funds in behalf of children 16-18 years of age. Under the amendments to the Social Security Act approved in August 1939, Federal funds are available to all States for payments in behalf of children aged 16-18 who are regularly attending school.

⁸ According to reports for the fiscal year ended June 30, 1939, 71.3 percent of all children in families accepted for aid during the year were living with their mother only; 2.7 percent with their father only; 20.0 percent with both parents; and 6.0 percent with other relatives or unrelated persons. The average number of children per family was 2.3.

Development of the Programs

The year 1936 was an important turning point in the development of the four State and locally administered assistance programs. In February 1936 the Social Security Board made its first grants to the States for the special types of public assistance. The availability of Federal funds under the Social Security Act has been of primary importance in the marked expansion since that time in programs for old-age assistance, aid to dependent children, and aid to the blind; the influence of the inauguration of the social security

Table 6.—Public assistance: Amount of payments to recipients in the continental United States, by States and by years, 1936-39¹

[In thousands]

State	Old-age assistance				Aid to dependent children				Aid to the blind				General relief ²			
	1936	1937	1938	1939	1936	1937	1938	1939	1936	1937	1938	1939	1937 ³	1938	1939	
Total	\$155,239	\$310,442	\$392,336	\$430,666	\$49,463	\$71,254	\$97,446	\$114,955	\$12,813	\$16,171	\$19,152	\$20,438	\$289,784	\$476,199	\$481,723	
Alabama	930	1,558	1,830	1,917	614	713	929	837	22	49	56	56	129	283	250	
Arizona	588	768	1,914	2,315	162	442	683	942	14	51	80	96	529	514	460	
Arkansas	899	1,850	1,734	1,248	224	601	504	390	33	72	63	49	276	264	220	
California	15,179	30,838	45,332	51,344	3,182	4,131	5,756	6,948	1,766	2,306	3,285	3,755	20,495	37,401	47,552	
Colorado	6,171	11,226	12,705	13,831	447	1,162	1,346	1,723	142	189	201	187	4,598	4,204	2,348	
Connecticut	1,974	4,153	4,399	5,043	778	888	818	21	20	33	66	3,477	6,943	6,878		
Delaware	298	381	343	350	114	151	185	182	17	10	10	17	172	437	444	
District of Columbia	146	711	957	987	665	676	663	477	10	44	65	67	683	609	514	
Florida	184	2,132	5,170	5,603	239	262	288	879	18	26	248	373	451	663	709	
Georgia	855	3,414	2,711	2,322	1,048	989	32	144	134	134	565	557	428			
Idaho	1,676	2,178	2,215	2,175	383	699	793	860	60	74	76	75	311	499	371	
Illinois	5,035	23,049	26,330	30,716	1,950	1,941	2,016	2,016	1,944	2,268	2,450	2,469	31,551	47,843	48,438	
Indiana	3,771	7,290	8,347	12,550	306	2,747	4,587	5,470	198	412	546	585	3,996	9,528	8,357	
Iowa	4,780	7,150	11,304	12,497	600	657	744	744	192	111	297	384	4,598	6,265	6,207	
Kansas	753	4,372	5,397	42	254	1,434	1,949	1,949	17	193	255	255	2,753	3,444	3,444	
Kentucky	223	3,758	3,826	4,686	109	106	99	116	(4)	(4)	(4)	(4)	304	535	535	
Louisiana	867	2,646	3,151	3,878	732	1,772	2,211	2,842	28	103	151	99	1,200	1,284		
Maine	331	597	2,206	3,011	488	558	604	620	204	282	331	343	2,222	3,158	2,760	
Maryland	1,769	2,944	3,558	3,683	1,610	2,150	2,745	2,851	81	141	150	165	1,232	2,453	2,575	
Massachusetts	9,796	19,212	23,668	27,003	3,349	4,526	6,259	7,459	199	213	269	306	14,881	24,033	22,093	
Michigan	5,202	9,470	14,923	15,530	2,214	4,418	5,524	6,118	33	144	177	215	9,312	27,139	17,836	
Minnesota	7,618	14,163	15,313	16,401	1,696	1,694	2,414	3,252	97	109	181	252	8,139	12,260	12,653	
Mississippi	932	855	1,084	1,728	32	10	11	8	20	5	49	26	36	48	51	
Missouri	4,027	8,847	14,482	17,120	112	141	1,474	2,402	2,558	2,558	1,540	1,088	4,064	4,972	4,376	
Montana	725	2,501	2,977	2,716	224	359	656	694	12	12	36	486	1,193	966		
Nebraska	3,057	5,055	5,039	5,126	483	1,122	1,325	1,472	69	125	138	144	801	1,258	1,405	
Nevada	92	184	620	702	56	47	38	38	2	2	3	3	117	118	141	
New Hampshire	672	901	1,031	1,211	139	152	162	225	54	68	76	85	1,680	2,839	2,350	
New Jersey	3,346	4,877	5,861	6,927	3,238	3,606	3,870	3,951	114	130	154	172	10,594	21,678	18,321	
New Mexico	228	494	549	564	98	326	387	432	11	32	37	37	161	149	157	
New York	15,596	25,598	30,550	32,447	12,388	13,217	17,448	21,011	417	469	703	749	84,652	125,675	122,627	
North Carolina	703	3,227	3,899	62	257	1,274	1,483	2,22	111	334	346	378	417	433		
North Dakota	538	1,361	1,565	1,758	—	18	371	805	—	11	23	30	1,223	1,211	955	
Ohio	20,878	27,843	30,015	31,791	2,391	4,000	5,058	4,907	647	791	895	930	11,747	21,629	20,400	
Oklahoma	2,715	11,028	12,206	14,900	717	1,626	2,604	2,535	—	256	360	383	1,844	708		
Oregon	2,188	3,239	4,427	5,105	288	325	603	839	37	118	131	135	1,437	2,233	1,913	
Pennsylvania	11,752	22,641	23,295	26,601	3,649	6,091	7,281	10,984	2,947	3,749	4,182	4,464	43,255	76,226	93,316	
Rhode Island	401	954	1,388	1,484	352	465	642	625	—	5	6	8	2,024	3,220	3,540	
South Carolina	355	2,193	2,253	—	85	681	805	—	17	105	111	60	340	284		
South Dakota	409	2,035	3,675	3,295	330	385	384	380	—	36	47	628	825	838		
Tennessee	541	3,461	3,924	73	469	2,112	2,148	—	29	208	229	601	334	321		
Texas	7,895	19,351	18,506	17,860	40	35	12	10	—	—	68	65	817	1,388	1,384	
Utah	925	2,284	3,657	3,406	550	853	1,063	1,256	44	73	130	903	902	1,363		
Vermont	547	670	903	1,031	70	82	91	160	20	25	28	37	549	810	779	
Virginia	—	—	197	1,550	46	46	81	309	—	20	130	903	1,220	983		
Washington	4,737	8,358	9,952	10,248	1,316	2,179	2,098	1,836	265	340	398	371	4,808	5,029	3,391	
West Virginia	72	2,877	3,040	2,830	—	861	1,464	1,715	—	115	155	157	1,569	2,536	1,619	
Wisconsin	5,816	8,469	9,937	11,975	2,793	3,588	4,394	5,157	520	519	521	542	6,367	10,418	12,406	
Wyoming	496	698	747	864	146	233	214	256	67	67	57	52	169	331	378	

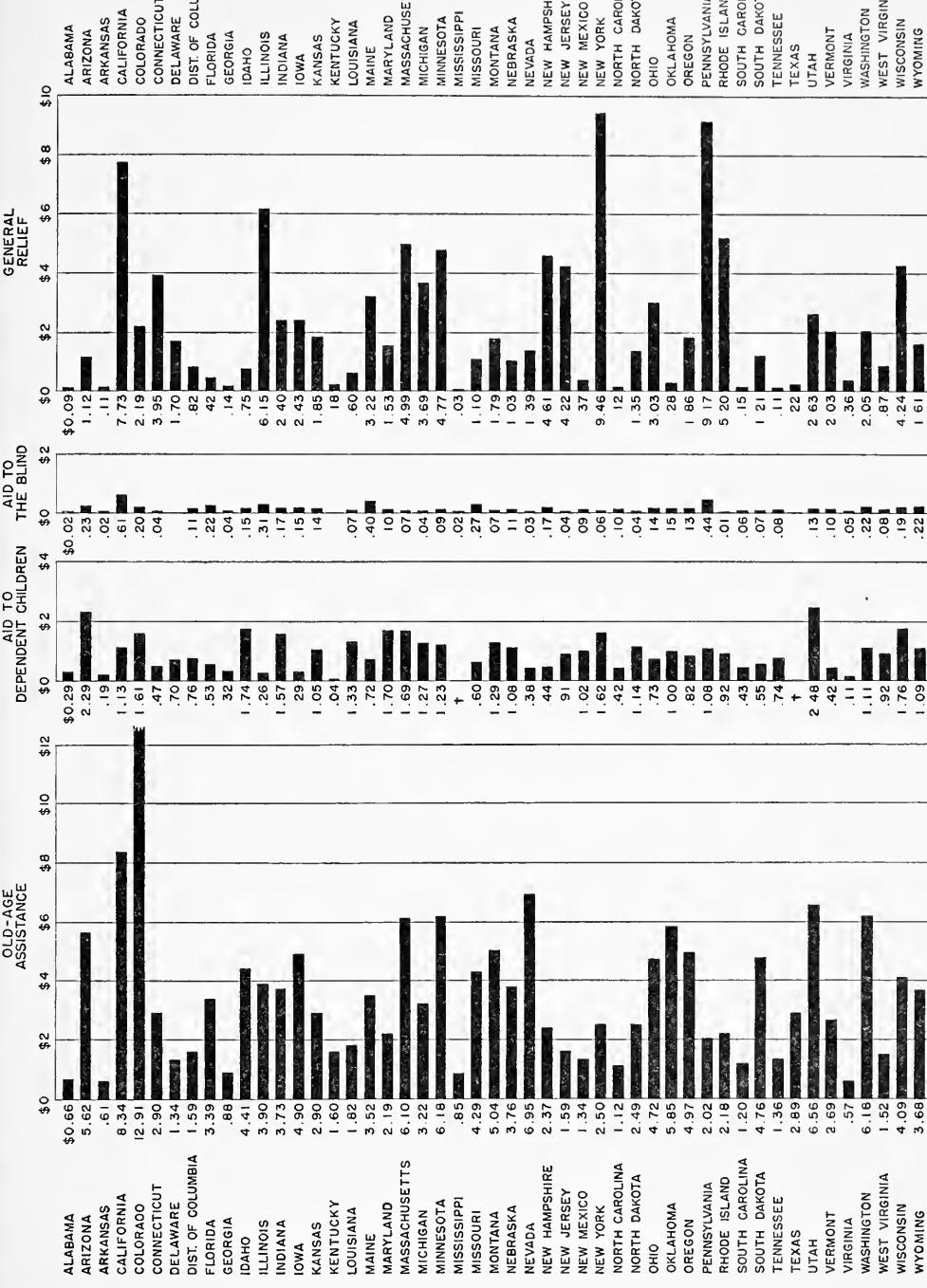
¹ From Federal, State, and local funds for States administering these programs under the Social Security Act and from State and local funds only in States administering programs under State law without Federal participation; for data on Alaska, Hawaii, and the Virgin Islands, see table 5.

² For January 1936-March 1937, see Works Progress Administration, Gen-

eral Relief Statistics for the Fifteen-Month Period January 1936 through March 1937.

³ April-December only.

⁴ Information on status of program not available.

Chart 4.—*Public assistance: Amount per inhabitant for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind and to cases receiving general relief in the continental United States, by States, 1939*

† Less than 1 cent.

program and of the withdrawal of the Federal Government from participation in the general relief program at the close of the previous year is reflected in chart 3.

Old-Age Assistance

Of the three assistance programs under the Social Security Act, that for old-age assistance has expanded most rapidly. The first enduring law providing old-age assistance was passed in Alaska in 1915, but progress in legislation was slow; at the end of 1928 only 6 States and Alaska had

statutory provisions for aid to the aged.⁹ By the end of 1934, 28 States and 2 Territories had such statutes. In only 10 States, however, was the program State-wide in operation, and in 3 States the old-age assistance law was entirely inoperable because of lack of funds.¹⁰ Subsequently, under the stimulus of the Federal Social Security Act other States hastened to enact old-age assistance legislation, and by September 1938 all 51 jurisdictions

⁹ *Social Security in America*, published by the Social Security Board for the Committee on Economic Security, 1937. p. 160.

¹⁰ *Ibid.*, p. 163.

Table 7.—*Public assistance: Amount per inhabitant¹ for payments to recipients in the continental United States by States and by years, 1936-39²*

State	1936			1937			1938			1939				
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	General relief	Old-age assistance	Aid to dependent children	Aid to the blind	General relief
Total.....	\$1.38	\$0.40	\$0.13	\$2.45	\$0.55	\$0.14	\$3.04	\$0.75	\$0.16	\$3.68	\$3.33	\$0.89	\$0.17	\$3.
Alabama.....	.32	.21	—	.54	.25	.01	.63	.32	.02	.10	.66	.29	.02	—
Arizona.....	1.45	.37	.04	1.86	1.07	.12	4.65	1.06	.20	1.25	5.62	2.29	.23	—
Arkansas.....	.44	.11	.02	.90	.29	.04	.85	.26	.03	.13	.31	.19	.02	—
California.....	2.51	.53	.20	5.01	.67	.37	7.37	.44	.53	6.08	8.34	1.13	.61	7.
Colorado.....	5.79	.42	.13	10.48	1.09	.18	11.87	1.26	.19	1.11	12.91	1.61	.20	2.
Connecticut.....	1.14	.43	.01	2.29	.45	.01	2.64	.51	.02	3.99	2.80	.47	.04	3.
Delaware.....	1.14	.43	—	1.46	.58	—	1.31	.71	—	1.67	1.34	.70	.01	1.
District of Columbia.....	.24	1.07	.02	1.13	1.08	.07	1.53	1.06	.10	.97	1.59	.76	.11	—
Florida.....	.11	.16	.01	1.28	.16	.02	3.10	.17	.15	.40	3.39	.53	.22	—
Georgia.....	—	—	—	.28	.08	.01	1.11	.34	.05	.18	.88	.32	.04	—
Idaho.....	3.46	.79	.12	4.42	1.42	.15	4.49	1.61	.15	1.01	4.41	1.74	.15	—
Illinois.....	.64	.25	.25	2.03	.25	.29	3.34	.26	.31	6.07	3.90	.26	.31	6.
Indiana.....	1.09	.11	.06	2.10	.79	.12	2.55	1.32	.16	2.74	3.73	1.57	.17	2.
Iowa.....	1.88	.24	.08	2.80	.26	.04	4.46	.29	.12	2.45	4.90	.29	.15	2.
Kansas.....	.02	—	—	.40	.14	.01	2.35	.77	.10	1.48	2.90	1.05	.14	1.
Kentucky.....	.08	.04	(3)	1.29	.04	(3)	1.31	.03	(3)	.18	1.60	.04	(3)	—
Louisiana.....	.41	.35	—	1.24	.83	.01	1.48	1.04	.05	.56	1.82	1.33	.07	—
Maine.....	.45	.57	.24	.70	.65	.33	2.58	.71	.39	3.69	3.52	.72	.40	3.
Maryland.....	1.06	.96	.05	1.75	1.28	.08	2.12	1.64	.09	1.45	2.19	1.70	.10	1.
Massachusetts.....	2.21	.76	.04	4.34	1.02	.05	5.35	1.41	.06	5.43	6.10	1.69	.07	4.
Michigan.....	1.09	.46	.01	1.96	.91	.03	3.09	1.14	.04	5.62	3.22	1.27	.04	3.
Minnesota.....	2.89	.61	.04	5.34	.64	.04	5.77	.91	.07	4.62	6.18	1.23	.09	4.
Mississippi.....	.46	.02	.01	.42	.01	—	.54	.01	(4)	.02	.85	(4)	.02	—
Missouri.....	1.02	.03	.65	2.22	.04	.64	3.63	.37	.39	1.25	4.29	.60	.27	1.
Montana.....	1.37	.42	—	4.64	.67	—	5.52	1.22	.02	2.21	5.04	1.29	.07	1.
Nebraska.....	2.24	.35	.05	3.71	.82	.09	3.69	.97	.10	.92	3.76	1.08	.11	1.
Nevada.....	.92	.56	.02	1.63	.46	.02	6.14	.37	.03	1.16	6.95	.38	.03	1.
New Hampshire.....	1.32	.27	.11	1.77	.30	.13	2.02	.32	.15	5.57	2.37	.44	.17	4.
New Jersey.....	.77	.75	.03	1.12	.83	.03	1.35	.89	.04	4.99	1.59	.91	.04	4.
New Mexico.....	.54	.23	.03	1.17	.77	.08	1.30	.92	.09	.35	1.34	1.02	.09	—
New York.....	1.21	.96	.03	1.98	1.02	.04	2.36	1.35	.05	9.70	2.50	1.62	.06	9.
North Carolina.....	—	.02	.01	.20	.07	.03	.92	.36	.10	.12	1.12	.42	.10	1.
North Dakota.....	.77	—	—	1.93	.03	.02	2.22	.53	.03	1.72	2.49	1.14	.04	1.
Ohio.....	3.11	.36	.10	4.14	.59	.12	4.46	.76	.13	3.21	4.72	.73	.14	3.
Oklahoma.....	1.07	.28	—	4.33	.64	.10	4.79	1.02	.14	.72	5.85	1.00	.15	2.
Oregon.....	2.15	.28	.04	3.15	.32	.11	4.31	.59	.13	2.17	4.97	.82	.13	1.
Pennsylvania.....	1.16	.36	.29	2.22	.60	.37	2.29	.72	.41	4.79	2.02	1.08	.44	9.
Rhode Island.....	.59	.52	—	1.45	.68	.01	2.04	.80	.01	4.73	2.18	.92	.01	5.
South Carolina.....	—	—	—	.21	.05	.01	1.17	.36	.06	.18	1.20	.43	.06	1.
South Dakota.....	.59	.48	—	2.94	.56	—	5.31	.55	.05	1.19	4.76	.55	.07	1.
Tennessee.....	—	.03	—	.19	.16	.01	1.20	.73	.07	.12	1.36	.74	.08	—
Texas.....	1.24	.01	—	3.14	.01	—	3.00	(4)	—	.22	2.89	(4)	.2	—
Utah.....	1.79	1.07	.09	4.40	1.64	.14	7.05	2.03	.13	1.74	6.56	2.48	.13	2.
Vermont.....	1.44	.18	.05	1.75	.21	.07	2.36	.24	.07	2.12	2.69	.42	.10	2.
Virginia.....	—	.02	—	.02	—	—	.07	.03	.01	.45	.57	.11	.05	—
Washington.....	2.88	.80	.16	5.04	1.31	.20	6.00	1.27	.24	3.03	6.18	1.11	.22	4.
West Virginia.....	.64	—	—	1.54	.46	.06	1.63	.70	.08	1.36	1.52	.92	.08	.8.
Wisconsin.....	2.00	.96	.18	2.89	1.23	.18	3.40	1.50	.18	3.56	4.09	1.76	.19	4.
Wyoming.....	2.13	.63	.29	2.97	.99	.28	3.18	.91	.24	1.41	3.68	1.09	.22	1.

¹ Based on total population (estimated by the U. S. Bureau of the Census) as of July 1, 1937, except for 1936 which is based on estimated population as of July 1, 1936.

² See footnotes to tables 8-11, 16-19, 28-31, 37, and 38.

³ Information on status of program not available.

⁴ Less than 1 cent.

Table 8.—*Old-age assistance: Annual of payments to recipients, by States and months, 1940.*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$155,484,361	\$7,036,808	\$7,731,144	\$8,292,266	\$8,266,619	\$9,921,757	\$10,629,602	\$11,108,550	\$14,967,987	\$16,309,462	\$16,125,609	\$19,384,758	\$20,809,849
Alabama	929,831	\$22,205	34,446	17,550	13,761	13,757	13,757	13,757	101,476	113,093	113,635	115,023	115,625
Alaska	167,927	12,406	12,407	12,407	12,407	12,407	12,407	12,407	17,352	17,352	17,352	15,620	15,620
Arizona	49,000	19,000	48,000	48,000	48,000	48,000	48,000	48,000	49,000	49,000	49,000	49,000	49,000
Arkansas	888,811	47,874	49,922	51,350	51,800	48,373	58,324	55,764	61,991	64,991	67,550	127,224	133,872
California	15,139,142	605,561	731,197	825,756	880,444	766,703	992,725	1,405,293	1,454,428	1,628,909	1,862,909	1,980,852	1,980,852
Colorado	6,171,099	365,144	565,669	575,223	384,227	356,112	405,656	460,326	628,312	673,018	693,170	713,102	735,020
Connecticut	1,973,933	—	—	—	—	—	—	—	—	—	—	205,529	205,529
Delaware	295,637	—	—	—	—	—	—	—	—	—	—	32,488	32,488
Florida	145,549	155,569	16,017	16,713	18,697	21,697	24,680	27,403	28,699	30,197	31,405	29,629	34,734
Idaho	184,413	—	—	—	—	—	—	—	—	—	44,210	61,314	78,889
Hawaii	77,660	6,804	6,070	6,394	6,376	6,494	6,474	6,474	6,584	6,600	6,600	6,600	6,600
Illinois	6,053,446	—	—	110,386	135,962	132,872	136,618	149,386	152,963	174,770	178,967	181,244	184,404
Indiana	2,515,818	2,215,900	265,888	267,506	257,630	248,108	252,546	266,004	266,655	290,583	297,712	937,106	1,437,340
Iowa	3,771,119	3,422,000	375,410	426,415	430,291	426,000	434,646	438,398	448,315	428,672	430,672	446,794	446,982
Kentucky	4,780,940	4,209,000	342,900	471,000	471,000	471,000	471,000	471,000	471,000	471,000	471,000	432,382	432,382
Louisiana	233,116	1,000	—	—	—	—	—	—	—	—	—	115,498	115,498
Maine	887,233	—	—	—	—	—	—	—	—	—	—	163,653	163,653
Maryland	381,183	—	10	—	—	—	—	—	—	—	—	121,211	121,211
Massachusetts	1,768,608	87,912	100,709	111,614	123,058	130,157	125,125	160,904	168,000	175,084	185,923	185,923	205,499
Michigan	9,795,676	642,602	636,435	636,652	650,506	680,857	665,697	685,184	719,282	913,071	1,058,822	1,186,661	1,281,606
Minnesota	5,202,388	105,036	321,159	363,742	408,106	403,992	403,992	403,992	406,340	406,162	500,608	517,538	525,606
Mississippi	7,617,647	87,847	87,647	133,253	339,416	608,166	715,831	785,834	812,191	917,416	966,102	1,012,304	1,063,361
Missouri	1,255,635	1,255,635	145,765	157,160	137,416	138,823	151,839	156,300	157,971	158,971	167,635	170,226	170,226
Montana	4,077,238	47,073	143,761	142,882	140,969	140,969	138,312	145,472	145,472	145,472	145,472	145,472	145,472
Nebraska	3,056,678	—	—	—	—	—	—	—	—	—	—	169,458	169,458
Nevada	7,911,800	7,660	9,185	228,869	275,217	319,073	305,300	314,919	314,919	314,919	314,919	314,919	314,919
New Hampshire	6,672,160	42,260	45,916	45,690	7,650	52,650	55,930	57,600	61,086	63,637	65,637	68,507	68,507
New Jersey	3,435,624	232,826	236,304	240,317	243,140	241,155	247,359	252,859	272,914	272,914	272,914	305,539	305,539
New Mexico	227,806	—	—	—	2,809	10,937	21,809	21,809	21,809	21,809	21,809	46,217	47,382
New York	13,595,907	1,255,946	1,255,184	1,255,044	1,092,158	1,207,881	1,28,886	1,28,886	1,28,886	1,27,665	1,386,496	1,475,504	1,548,687
North Dakota	20,786,230	1,261,298	1,277,156	1,271,974	1,288,285	1,301,318	1,36,818	1,36,818	1,36,818	1,31,719	91,916	95,405	101,801
Ohio	2,715,590	—	—	—	—	—	—	—	—	2,274,022	2,269,323	2,404,801	2,441,801
Oklahoma	2,188,473	86,966	86,616	86,111	136,441	169,522	193,969	213,794	230,968	230,968	244,634	248,456	252,946
Oregon	11,401,274	818,574	831,924	829,377	825,676	832,719	847,452	847,452	847,452	847,452	847,452	847,452	847,452
Pennsylvania	7,593,166	165,918	181,600	21,562	23,888	26,602	28,606	33,630	37,514	40,814	45,078	56,182	62,112
Rhode Island	7,594,089	—	—	—	—	—	—	—	—	—	—	1,372,051	1,372,051
Tennessee	924,533	10,024	8,457	66,563	75,859	78,681	80,392	940,267	1,177,752	1,262,472	1,336,073	1,372,051	119,279
Utah	547,026	42,991	46,473	46,226	45,902	45,580	45,118	45,771	46,130	45,837	45,540	45,362	44,946
Vermont	72,221	236,967	248,580	271,165	306,220	332,725	360,887	388,012	436,264	528,866	555,844	569,670	59,500
West Virginia	4,737,206	187,468	273,008	359,378	429,632	491,519	517,560	53,865	584,134	607,241	626,870	640,229	640,229
Wisconsin	5,816,239	8,274	9,662	37,004	41,741	43,058	47,437	49,269	51,156	51,156	52,505	53,375	53,375
Wyoming	496,482	—	—	—	—	—	—	—	—	—	—	—	—

¹ Excludes cost of administration and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering old-age assistance under plans approved by the Social Security Board.² No payments made because of change in accounting procedure.³ Federal funds available but no payments made.⁴ Federal funds not available and no payments made under State law without Federal participation.

States administering old-age assistance under State law without Federal participation. States not listed did not administer an old-age assistance program during 1936.

tions eligible for Federal grants were administering old-age assistance under plans approved by the Social Security Board.

Aid to Dependent Children

Before 1936 the State programs for aid to dependent children, or mothers' aid as it was then commonly called, were in general more highly developed than those for old-age assistance. Since February 1936, when Federal grants first became available for aid to dependent children, this type of assistance has expanded rapidly, but the growth has been substantially less than that in the program for the aged. The first State law for aid to dependent children or mothers' aid was passed in Illinois in 1911, and thereafter this form of assistance spread rapidly. Twenty States enacted their first laws for such assistance during the 5 years from 1910 through 1914 and 19 States from 1915 through 1919. Only 7 of the 46 jurisdictions providing such aid in December 1935 had introduced their first mothers' aid legislation after 1919.¹¹ Since 1936 additional States have enacted or amended laws for aid to dependent children, but a few States continue to administer the program from State and local funds only. Programs for aid to dependent children were in operation in all 51 jurisdictions in December 1939; 9 States (Alaska, Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, and Texas) were administering such programs without Federal participation.

Aid to the Blind

Many of the State programs for aid to the blind were well established long before the Social Security Act became operative. Three States (Illinois, Ohio, and Wisconsin) had enacted laws providing aid to the blind prior to 1910, but further extension of such legislation was distributed over a wide span of years.¹² As in the case of the program for aid to dependent children, that for aid to the blind has less than Nation-wide coverage in Federal, State, and local participation. In December 1939 aid to the blind was provided in 47 States, and in 43 of these under plans approved by the Social Security Board. The 4 States administering aid to the blind without Federal participation are Illinois, Missouri, Nevada, and

Pennsylvania. Three jurisdictions (Alaska, Delaware, and Texas) do not administer aid to the blind; information on the status of the program in Kentucky is not available.

General Relief

Prior to 1936 the trend of general relief was affected by the creation of the FERA, the operation of the Civil Works Program, and changing economic and seasonal conditions. Although FERA grants to States first were made in May 1933, general relief payments decreased during the summer months of that year. The usual upward trend in the program during the winter months was reversed during the operation of the CWA program from November 1933 to July 1935. After the liquidation of the CWA program, general relief payments increased rapidly until January 1935, the all-time peak month in this program. The abrupt decline thereafter was partly seasonal. It was not until August 1935 that the WPA program, which displaced the work-relief program of the FERA, began to get under way.

Since 1936 the volume of expenditures for general relief payments has at no time been as great as at the beginning of 1933. The low levels of obligations incurred for payments in 1936 and subsequent years reflect in large part the growth of the WPA program as well as the development of programs for the special types of public assistance and the inauguration, in and after 1938 of benefit payments under State unemployment compensation laws. Before 1938, unemployment benefits were payable only in Wisconsin. There is no doubt, however, that the levels of expenditures for general relief after 1936 would have been higher, despite the development of other programs if there had been no stringency of State and local funds.

Expenditures for Assistance

The relationships among the four assistance programs and the variations in the continental United States are shown in table 7 and chart 4 in terms of expenditures per inhabitant for assistance payments. Expenditures per inhabitant vary widely among the States. Differences in the extent of Federal participation in the various programs account in part for differences in amounts expended for payments to recipients under the programs. The special types of public

¹¹ Geddes, Anne E., *Trends in Relief Expenditures, 1910-1935*, Research Monograph X, Works Progress Administration, 1937, p. 3.

¹² *Ibid.*, p. 3.

Table 9.—Old-age assistance: Amount of payments to recipients, by States and by months, 1937.¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.	\$31,792,060	\$21,667,170	\$22,559,350	\$23,625,819	\$24,385,414	\$24,777,936	\$24,436,668	\$25,829,873	\$26,608,369	\$27,865,117	\$28,649,469	\$29,061,716	\$30,733,959
Alabama	1,658,426	111,909	122,916	114,931	120,103	116,758	123,031	128,763	136,145	138,506	145,520	151,929	151,535
Alaska	195,488	16,101	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102
Arizona	718,112	49,000	48,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000
Arkansas	1,850,084	138,414	138,414	135,982	135,982	135,982	135,982	135,982	135,982	135,982	135,982	135,982	135,982
California	20,837,735	2,071,675	2,145,317	2,233,526	2,311,057	2,313,534	2,313,534	2,452,404	2,523,146	2,575,127	2,645,859	2,901,299	3,104,372
Colorado	11,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374	1,225,374
Connecticut	4,132,913	315,008	295,631	338,636	332,757	332,757	332,757	332,757	332,757	332,757	332,757	332,757	332,757
Delaware	380,817	32,108	32,108	32,108	32,108	32,108	32,108	32,108	32,108	32,108	32,108	32,108	32,108
District of Columbia	2,100,773	40,649	40,649	40,649	40,649	40,649	40,649	40,649	40,649	40,649	40,649	40,649	40,649
Florida	2,191,927	89,835	97,700	106,251	112,567	120,629	126,087	127,700	130,507	137,507	142,667	147,503	151,132
Georgia	855,455	—	—	—	—	—	—	—	—	—	—	—	218,355
Hawaii	104,545	6,803	7,980	8,488	8,488	8,488	8,488	8,488	8,488	8,488	8,488	8,488	19,527
Idaho	2,177,812	186,116	186,116	191,755	191,755	191,755	191,755	191,755	191,755	191,755	191,755	191,755	191,755
Illinois	23,046,169	2,068,238	1,668,554	1,816,554	1,559,685	1,559,685	1,559,685	1,559,685	1,559,685	1,559,685	1,559,685	1,559,685	1,559,685
Indiana	7,163,431	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447
Iowa	7,152,854	441,849	441,849	441,849	441,849	441,849	441,849	441,849	441,849	441,849	441,849	441,849	441,849
Kansas	3,757,985	154,863	169,696	182,550	195,336	209,401	216,499	224,491	232,491	238,491	244,491	250,491	256,769
Kentucky	2,616,176	76,985	76,985	76,985	76,985	76,985	76,985	76,985	76,985	76,985	76,985	76,985	76,985
Louisiana	507,159	—	—	—	—	—	—	—	—	—	—	—	—
Maine	—	—	—	—	—	—	—	—	—	—	—	—	—
Maryland	19,941,000	217,122	229,337	221,478	223,006	234,334	229,230	234,230	234,230	234,230	234,410	236,928	237,581
Massachusetts	19,211,672	1,357,663	1,343,869	1,533,586	1,533,586	1,533,586	1,533,586	1,533,586	1,533,586	1,533,586	1,646,677	1,676,611	1,709,711
Michigan	9,470,304	554,756	554,756	576,294	576,294	576,294	576,294	576,294	576,294	576,294	576,294	576,294	576,294
Minnesota	14,163,123	974,838	1,000,685	1,131,543	1,163,923	1,186,833	1,186,833	1,186,833	1,186,833	1,186,833	1,214,343	1,255,318	1,285,604
Mississippi	855,104	71,671	71,671	74,359	72,095	72,095	72,095	72,095	72,095	72,095	70,035	70,035	71,055
Missouri	8,847,439	683,656	632,292	618,376	611,866	611,866	606,009	606,009	606,009	606,009	895,050	924,750	944,619
Montana	2,501,011	177,092	181,289	186,457	197,857	202,702	208,702	214,975	220,521	227,384	227,384	233,131	242,313
Nebraska	5,054,666	442,756	459,700	476,994	482,861	486,544	494,344	504,344	514,344	524,344	530,360	535,710	538,425
Nevada	161,350	69,758	77,758	77,758	77,758	77,758	77,758	77,758	77,758	77,758	77,758	77,758	80,595
New Hampshire	901,345	—	—	—	—	—	—	—	—	—	—	—	—
New Jersey	4,876,833	363,145	372,364	382,339	391,930	398,068	406,019	412,050	421,216	421,216	429,905	431,970	442,555
New Mexico	494,308	1,632,036	1,679,430	1,808,453	2,106,833	2,004,132	2,133,444	331,311	335,879	366,544	393,014	414,144	445,152
New York	25,597,873	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000	2,027,000
North Carolina	1,360,616	102,081	105,283	107,725	110,536	112,225	114,172	122,102	127,211	135,038	146,022	156,577	161,433
Ohio	28,842,628	2,414,338	2,395,016	2,367,290	2,346,040	2,323,774	2,303,927	2,283,774	2,263,774	2,243,774	2,223,774	2,193,774	2,161,774
Oklahoma	11,025,049	660,978	729,000	817,862	875,616	921,971	966,977	986,934	1,000,173	1,026,677	1,056,305	1,086,305	1,121,677
Oregon	3,239,178	255,683	262,177	265,633	269,177	269,614	275,182	271,803	274,963	277,224	277,224	277,224	277,224
Pennsylvania	22,640,635	1,471,459	1,614,310	1,629,731	1,708,916	1,913,288	1,972,063	2,069,599	2,141,174	2,205,599	2,268,477	2,326,281	2,380,842
Rhode Island	984,158	59,578	64,178	67,934	72,052	76,362	80,700	85,504	88,749	91,017	94,337	99,134	104,529
South Carolina	384,562	—	—	—	—	—	—	—	—	—	—	—	—
South Dakota	2,034,745	265,896	289,762	194,470	172,666	79,338	80,195	—	—	—	—	—	—
Tennessee	1,351,379	—	1,373,470	1,494,056	1,677,249	1,761,337	1,762,109	1,732,693	1,653,162	1,656,345	1,656,345	1,656,345	1,656,345
Texas	2,284,255	122,655	141,988	144,712	134,860	122,490	145,962	147,055	150,977	153,677	157,530	161,625	177,981
Vermont	670,632	—	—	—	—	—	—	—	—	—	—	—	—
Wyoming	697,144	—	—	—	—	—	—	—	—	—	—	—	—

¹ Excludes cost of administration and of hospitalization and of local funds available but no payments made.² Federal funds available but no payments made.³ No payments made because of change in accounting procedure.

Figures not italicized represent payments from Federal, State, and local funds in States administering old-age assistance under Title IV of the Social Security Act.

Figures italicized represent payments from the Social Security Board.

Figures boldfaced represent payments from the States administering old-age assistance under Title IV of the Social Security Act.

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Figures underlined represent payments from the States administering old-age assistance under Title IV of the Social Security Act.

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assistance in States with approved plans are financed in part from Federal funds. Since there is no Federal participation in financing general relief, the fiscal burden of this program rests entirely on the States and localities, and in 12 States on the localities alone.¹³

Special Types of Public Assistance

For the calendar year 1939 the amount expended for old-age assistance ranged from 57 cents per inhabitant in Virginia, where the program was still in an early stage of development, to \$12.91 in Colorado. Rates for aid to dependent children for the calendar year ranged from less than 1 cent per inhabitant in Mississippi and Texas, which do not have approved plans for aid to dependent children, to \$2.48 in Utah. In addition to Mississippi and Texas, six other States (Connecticut, Illinois, Iowa, Kentucky, Nevada, and South Dakota) administer aid to dependent children without Federal participation. Expenditures per inhabitant for aid to dependent children in each of these six States were considerably less than the amount for the continental United States. Expenditures for assistance payments to the blind during the calendar year 1939 ranged from 1 cent per inhabitant in Rhode Island to 61 cents in California. The plan for aid to the blind in Rhode Island was approved in January 1940; at that time Federal funds were made available retroactively from July 1, 1939.

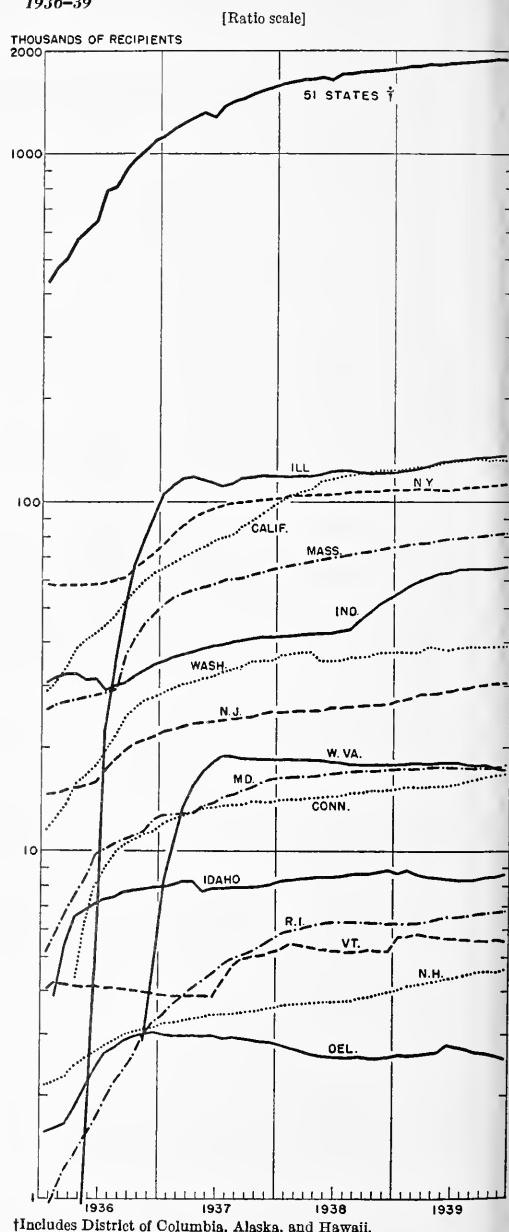
General Relief

For the general relief program, which is financed from State and/or local funds only, expenditures during 1939 ranged from 3 cents per inhabitant in Mississippi to \$9.46 in New York.

Although there is no objective basis for determining the relative needs for the various types of assistance, the marked differences between the expenditures per inhabitant for old-age assistance and those for aid to dependent children, aid to the blind, and general relief tend to indicate that the greatest emphasis has been placed on the program for old-age assistance. In 39 of the 49 States, expenditures per inhabitant for old-age assistance were larger than for general relief. In every State the rate of expenditure for old-age assistance was

higher than that for aid to dependent children, and in 28 States it exceeded that for the other types of assistance combined.

Chart 5.—Old-age assistance: Trend in number of recipients in the United States and in selected States 1936-39



¹³ Includes District of Columbia, Alaska, and Hawaii.

¹³ For more detailed information on sources of funds for the 4 assistance programs, see "Sources of Funds Expended for the Special Types of Public Assistance and General Relief in 1938-39," *Social Security Bulletin*, Vol. 3, No. 1 (January 1940), pp. 65-72.

Trends in Recipients of Special Types of Public Assistance

The series of curves in charts 5, 6, and 7 show for the United States and for selected States the number of recipients of old-age assistance and aid to the blind and the number of families receiving aid to dependent children for the period January 1936 through December 1939. The curves illustrate the fact that underlying the composite curve for the United States there is great variation from State to State. This variation emphasizes the necessity for analyzing the factors which influence the trend in the number of recipients in each State in order to interpret the trend for the country as a whole.

Factors Influencing Trends

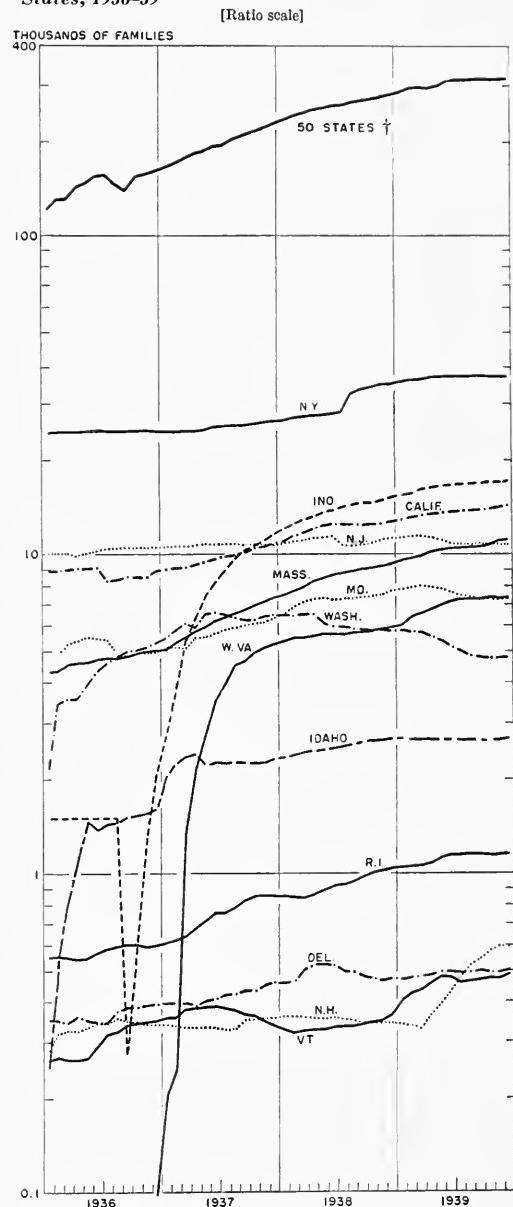
The trend in the programs for the special types of public assistance was generally upward during the years 1936-39. Examination of charts 5, 6, and 7 reveals, however, that this continuous upward trend was not characteristic of all State programs. Among the factors which have influenced the trends in the number of recipients in each State are the stage of development of programs under the State law at the time Federal funds became available, the availability of Federal grants, the extent and adequacy of appropriations from State or State and local funds, and State policies and procedures.

The stage of development of programs under State laws when Federal funds became available is the most important factor influencing the subsequent trend in the number of persons assisted. The States in which the number of recipients increased most rapidly are those in which assistance was not administered or in which only small numbers of persons were aided before the program came under the Social Security Act. The old-age assistance curves for Connecticut, Idaho, Illinois, and West Virginia are very steep for the initial months of operation under approved plans. In only two of these States were payments for such assistance made under a State law prior to approval of a State plan, and in these States (Idaho and Illinois) the number of recipients was small.

The trends in the number of recipients of aid to dependent children and aid to the blind in Idaho and West Virginia and in the number of recipients

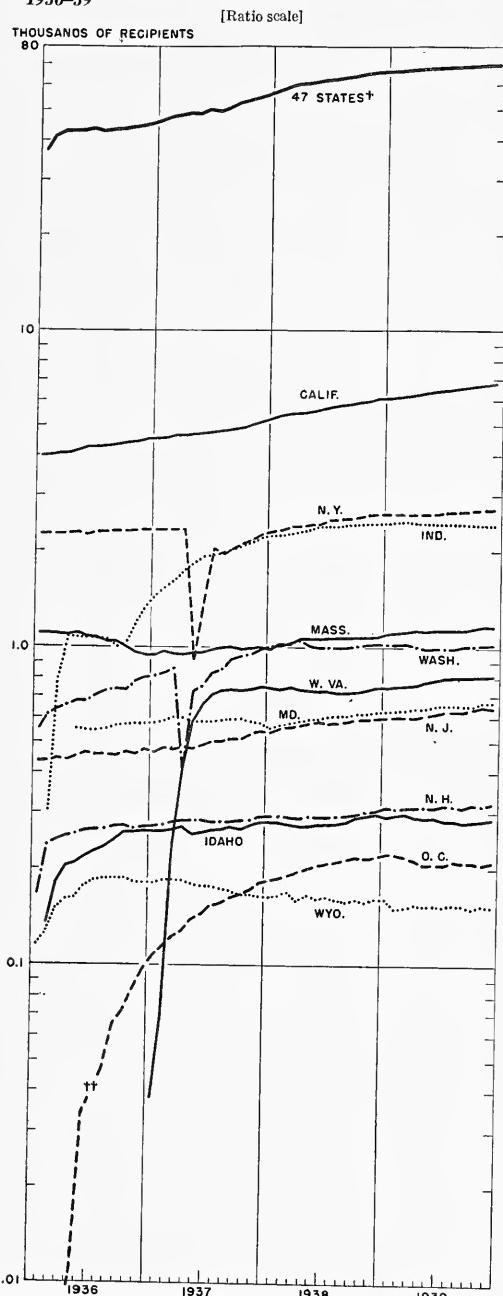
of aid to the blind in New Hampshire illustrate the same situation. Prior to the approval of the State plans, West Virginia was not administering

Chart 6.—Aid to dependent children: Trend in number of families aided in the United States and in selected States, 1936-39



†Includes District of Columbia and Hawaii.

Chart 7.—Aid to the blind: Trend in number of recipients in the United States and in selected States, 1936-39



[†]Includes District of Columbia and Hawaii.

^{††}No payments for July because of change in accounting procedure.

aid to dependent children or aid to the blind and in Idaho the numbers of recipients were small. Under the program for aid to the blind in New Hampshire, only a small number received assistance prior to the availability of Federal funds under an approved plan.

In States in which substantial case loads were carried over from previously existing programs the growth in the number of recipients was less rapid. The curves for all three programs in California, Massachusetts, and New York, for old-age assistance and aid to dependent children in Indiana and New Hampshire, for old-age assistance and aid to the blind in New Jersey, and for aid to dependent children and aid to the blind in Maryland illustrate this point; the same effect is evident in the trends shown for aid to dependent children in Delaware, Rhode Island, and Vermont. In Indiana, which first received Federal funds for old-age assistance and aid to the blind in April 1936 and for aid to dependent children in September 1936, recipients under the previous State laws were required to reapply for aid. Thus in this State first emphasis was placed upon reinvestigation of cases carried over rather than upon investigation of new applications; as a result, the number of recipients decreased during the first few months of operation under the Social Security Act.

Impetus of Social Security Act

The availability of Federal grants to the States since February 1936 has been the primary impetus behind the development in coverage and liberalization of State programs for old-age assistance, aid to dependent children, and aid to the blind. The requirement of the Social Security Act that a State plan must be in effect in all political subdivisions has broadened the geographical coverage in a number of States in which previous laws were not State-wide in operation.

Many of the State laws under which payments were made prior to approval of plans by the Social Security Board and receipt of Federal grants have been liberalized with respect to eligibility requirements. In most of the States which set the age limit for eligibility for old-age assistance at 70 years under prior State laws, the limit was lowered to 65 years when their plans were submitted for approval.¹⁴

¹⁴ In December 1939, 3 States (Missouri, New Hampshire, and Pennsylvania) still maintained an age limit of 70 years. The limit in these States was reduced to 65 years as of Jan. 1, 1940.

Table 10.—Old-age assistance: Amount of payments to recipients, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
	\$31,227,455	\$31,116,413	\$32,384,745	\$32,323,431	\$32,375,275	\$32,095,264	\$33,310,643	\$33,676,492	\$34,032,132	\$4,792,429			
Total													
Alabama	1,829,545	155,544	156,527	157,473	158,797	151,932	150,892	149,184	148,863	150,060	151,257		
Alaska	307,737	20,154	22,145	21,245	23,492	24,687	25,892	27,726	28,211	28,741	29,656		
Arizona	1,913,379	135,605	146,415	152,245	168,319	165,387	163,405	166,808	171,638	177,120	174,366	177,735	
Arkansas	1,734,221	176,763	174,647	171,338	168,827	167,417	163,036	158,488	159,486	173,619	171,730	167,737	
California	45,332,304	3,322,220	3,422,837	3,554,456	3,602,049	3,727,719	3,805,599	3,747,440	3,915,482	4,065,377	4,050,363	4,065,372	
Colorado	12,070,693	1,370,992	1,112,658	952,461	952,277	971,719	979,691	1,065,378	957,851	1,081,089	1,095,960	1,095,960	
Connecticut	4,588,516	340,444	29,884	29,287	375,404	389,675	355,225	376,623	376,356	386,972	402,252	402,055	
Delaware	3,342,966	75,344	77,152	75,301	77,564	78,899	78,300	78,457	78,899	78,010	78,152	78,008	
District of Columbia	957,285	577,777	522,481	499,866	496,451	426,451	426,451	426,451	426,451	511,522	81,985	82,836	
Florida	5,160,901	394,482	422,901	249,503	264,491	270,777	278,998	285,501	302,682	423,998	444,988	465,978	
Georgia	3,414,349	255,662	218,046	178,674	177,886	211,188	217,739	221,070	224,070	222,424	222,424	222,388	
Hawaii	2,215,112	178,046	173,833	181,339	182,104	183,226	183,395	184,475	187,614	188,850	191,101		
Idaho	26,330,190	2,072	2,073	2,067	2,066,824	2,228,376	2,252,383	2,261,724	2,241,608	2,252,631	2,275,250	2,303,664	
Illinois	673,563	683,220	677,881	686,316	684,406	698,376	703,778	718,043	757,405	805,662	855,306	889,946	
Indiana	11,393,912	890,174	899,726	916,073	924,181	932,708	942,580	953,874	966,839	976,499	988,734	1,000,675	
Iowa	4,371,711	317,059	334,198	335,179	344,666	360,451	369,838	371,266	381,073	396,734	418,822	434,471	
Kansas	3,825,524	322,829	316,611	310,865	310,865	325,151	326,908	327,059	327,059	337,053	338,750	388,475	
Kentucky	3,150,966	243,462	247,004	249,915	250,971	259,971	263,274	265,227	267,524	275,122	280,495	289,927	
Louisiana	2,205,641	12,408	54,076	104,405	150,315	184,327	208,637	229,752	254,920	254,596	255,660	255,660	
Maine													
Maryland	3,556,049	287,600	290,457	291,714	294,006	296,412	298,760	298,704	299,287	301,763	301,763	303,532	
Massachusetts	23,668,373	1,822,477	1,866,860	1,899,691	1,919,691	1,926,906	1,947,308	1,965,026	1,976,308	2,049,612	2,095,256	2,141,836	
Michigan	14,228,843	2,357,658	1,338,372	1,242,859	1,256,646	1,262,854	1,264,215	1,283,859	1,285,043	1,305,043	1,317,183	1,329,246	
Minnesota	15,312,694	1,237,576	1,289,703	1,289,703	1,290,454	1,292,023	1,297,980	1,298,247	1,299,666	1,305,989	1,317,183	1,329,183	
Mississippi	1,085,582	1,084,223	1,084,961	1,084,425	1,117,028	1,162,913	1,191,644	1,219,239	1,219,939	1,247,072	1,26,141	129,983	
Missouri	14,482,147	2,377,435	240,083	242,493	246,128	246,730	247,624	251,021	251,162	253,162	254,989	256,650	
Montana	6,039,240	498,519	446,906	446,605	405,304	397,092	396,192	397,047	399,135	402,656	411,883	428,874	
Nebraska	619,827	42,977	46,326	47,274	50,756	52,021	53,109	53,444	53,796	54,438	55,542		
New Hampshire	1,030,904	81,727	82,756	83,281	84,089	84,889	85,743	84,334	85,687	86,976	88,836	92,939	
New Jersey	5,860,960	485,388	465,270	471,947	477,076	479,611	484,494	489,113	492,496	501,028	507,857	512,706	
New Mexico	30,650,911	2,491,639	490,908	2,490,864	2,512,890	2,520,669	2,535,542	2,545,200	2,553,616	2,616,274	2,613,061	2,669,186	
North Carolina	3,255,648	1,233,335	1,255,332	128,156	129,252	129,839	130,591	130,591	132,147	132,976	134,421	136,488	
North Dakota	1,364,685	1,223,638	1,223,332	1,223,332	1,223,332	1,223,332	1,223,332	1,223,332	1,223,332	1,223,332	1,223,332	1,223,332	
Ohio	30,120,524	1,032,447	1,019,154	1,008,253	1,006,051	1,005,051	1,005,051	997,945	972,866	972,866	972,866	972,866	
Oklahoma	4,424,434	3,284,730	3,064,685	3,038,607	3,076,091	3,105,072	3,125,487	3,178,815	3,185,815	3,195,616	3,195,616	3,195,616	
Pennsylvania	2,058,470	2,053,703	2,064,647	2,020,296	2,063,459	1,970,545	1,985,816	1,985,816	1,986,177	1,987,057	1,987,057	1,987,057	
Rhode Island	1,388,441	167,989	191,933	111,863	113,883	116,215	118,600	119,081	118,497	118,283	117,682	117,290	
South Carolina	2,192,053	164,370	186,368	201,275	215,432	224,982	235,458	160,680	156,224	153,222	160,371	163,505	
South Dakota	3,477,745	261,031	276,166	288,510	294,648	303,194	311,733	317,861	318,450	321,761	321,761	324,654	
Tennessee	3,483,705	1,525,812	1,526,812	1,525,812	1,525,812	1,525,812	1,525,812	1,536,164	1,536,164	1,545,521	1,545,521	1,561,159	
Texas	3,657,121	3,015,036	3,122,726	3,165,832	3,165,832	3,165,832	3,165,832	3,261,152	3,261,152	3,262,134	3,262,134	3,276,431	
Vermont	197,465	74,192	73,192	73,192	73,192	74,242	75,720	75,452	77,319	77,319	75,460	76,416	
Virginia	9,951,937	851,943	865,668	882,860	890,271	798,863	789,891	789,891	799,825	805,381	816,781	833,187	
Washington	3,039,792	259,864	260,129	258,450	258,065	258,065	258,065	255,874	253,529	247,322	246,934	247,372	
West Virginia	9,936,965	762,430	774,722	785,879	797,312	61,371	61,371	61,371	61,371	62,419	62,419	64,985	
Wisconsin	760,729	60,269	60,737	61,217	61,217	61,371	61,371	61,371	61,371	62,419	62,419	64,985	
Wyoming	746,799												

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in State and administering old-age assistance under plans approved by the Social Security Board. Figure italicized represents payments under State law without Federal participation.² No payments made because of change in accounting procedure.

Table 11.—Old-age assistance: Amount of payments to recipients, by States and by months, Jan. 15, 1940

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$31,527,511	\$35,076,750	\$35,192,045	\$35,290,410	\$35,366,068	\$35,260,226	\$35,588,772	\$36,247,553	\$36,499,564	\$36,672,556	\$36,838,677	\$36,692,308	\$35,672,772
Alabama	1,017,283	150,217	150,322	153,141	153,673	154,273	161,255	167,586	174,557	173,770	175,238	173,770	173,770
Alaska	—	100,955	101,630	101,631	102,055	102,055	103,105	103,655	105,052	105,625	106,777	107,022	107,022
Arizona	2,305,330	477,626	477,626	477,626	477,626	477,626	480,766	486,766	497,666	507,666	506,116	506,116	506,116
Arkansas	1,085,151	100,877	101,877	101,877	101,877	101,877	102,788	102,788	103,688	103,688	104,174	104,174	104,174
California	5,134,218	4,088,368	4,142,516	4,142,516	4,142,516	4,142,516	4,207,670	4,207,670	4,207,670	4,207,670	4,207,670	4,167,731	4,167,731
Colorado	13,830,721	1,214,514	1,112,487	1,088,944	1,088,944	1,088,944	1,088,944	1,088,944	1,088,944	1,088,944	1,088,944	1,158,615	1,158,615
Connecticut	5,033,156	410,622	375,670	375,670	413,461	413,461	415,816	415,816	415,816	415,816	415,816	415,816	415,816
Delaware	349,784	28,501	28,595	28,595	28,434	28,434	29,412	29,412	30,737	30,833	30,929	30,929	30,929
District of Columbia	995,522	83,300	83,350	83,350	83,350	83,350	83,857	83,857	83,888	83,888	83,926	83,926	83,926
Florida	5,660,280	482,282	492,306	500,540	512,670	522,762	520,447	484,857	484,857	446,364	431,523	427,633	423,295
Georgia	2,710,541	313,479	312,894	313,309	313,309	310,359	180,359	181,039	181,833	182,398	183,360	183,601	183,601
Hawaii	222,004	22,280	22,346	22,290	22,487	22,470	22,568	22,449	18,978	18,667	18,882	18,953	18,953
Idaho	2,174,573	171,207	188,499	188,330	2,411,602	2,457,602	2,504,734	180,129	178,819	178,828	180,065	181,444	185,198
Illinois	30,715,902	2,339,404	2,377,946	2,377,946	2,411,162	2,457,162	2,504,734	2,586,890	2,607,890	2,661,890	2,700,847	2,770,940	2,770,940
Indiana	12,949,545	926,456	926,263	1,015,193	1,047,182	1,047,182	1,063,879	1,111,799	1,111,799	1,132,216	1,143,543	1,152,557	1,152,557
Iowa	12,497,441	1,077,640	1,011,369	1,018,762	1,021,919	1,029,120	1,044,535	1,044,535	1,052,533	1,052,533	1,071,820	1,080,455	1,080,455
Kansas	5,397,216	445,264	445,680	445,683	442,130	430,128	428,790	432,186	432,186	442,128	458,967	462,409	462,409
Kentucky	4,686,498	387,651	388,388	380,102	389,114	389,114	389,656	392,598	392,239	391,832	391,278	391,694	391,694
Louisiana	3,010,981	306,411	303,555	307,713	310,106	313,266	316,007	316,887	318,360	320,516	327,591	329,014	329,014
Maine	27,655,188	304,370	305,204	305,688	309,097	309,097	306,884	306,884	306,884	308,122	309,221	310,797	310,797
Maryland	3,652,800	304,193	2,177,207	2,170,038	2,170,773	2,170,773	2,241,205	2,241,205	2,241,205	2,241,205	2,241,205	2,348,475	2,348,475
Massachusetts	27,165,168	2,117,664	2,105,866	2,126,433	2,128,433	2,128,433	2,139,839	2,139,839	2,139,839	2,139,839	2,139,839	1,325,025	1,325,025
Michigan	15,150,349	1,205,453	1,205,453	1,205,453	1,205,453	1,205,453	1,205,453	1,205,453	1,205,453	1,205,453	1,205,453	1,275,814	1,275,814
Minnesota	15,735,658	1,123,749	1,135,466	1,135,466	1,135,466	1,135,466	1,135,466	1,135,466	1,135,466	1,135,466	1,135,466	1,135,466	1,135,466
Mississippi	1,712,000	1,386,476	1,386,476	1,386,476	1,386,476	1,386,476	1,386,476	1,386,476	1,386,476	1,386,476	1,386,476	1,457,756	1,457,756
Missouri	17,120,400	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477	1,255,477
Montana	7,715,858	725,144	725,144	725,144	725,144	725,144	725,144	725,144	725,144	725,144	725,144	725,144	725,144
Nebraska	5,125,687	475,143	475,143	475,143	475,143	475,143	475,143	475,143	475,143	475,143	475,143	475,143	475,143
Nevada	7,701,905	56,394	56,662	56,662	57,176	57,176	57,872	58,585	58,585	59,627	59,627	60,111	60,111
New Hampshire	1,210,973	94,514	95,566	95,566	101,005	102,584	103,316	103,316	103,316	103,316	103,316	95,317	95,317
New Jersey	6,926,616	529,745	544,028	563,733	567,838	568,659	568,821	568,821	568,821	568,821	568,821	614,665	620,116
New Mexico	5,533,533	442,906	442,906	442,906	442,906	442,906	442,906	442,906	442,906	442,906	442,906	511,633	511,633
New York	32,447,481	2,707,211	2,668,638	2,722,198	2,681,935	2,619,935	2,567,816	2,567,816	2,624,327	2,624,327	2,624,327	2,887,548	2,887,548
North Carolina	3,892,459	301,718	303,474	307,963	309,347	311,028	312,555	323,176	323,176	323,176	324,251	324,251	324,251
Tennessee	3,757,619	1,377,572	1,384,092	140,948	2,481,392	2,492,744	2,578,105	2,601,660	145,321	147,889	150,156	155,454	155,454
Ohio	14,799,833	1,297,143	1,296,858	1,296,858	1,296,858	1,296,858	1,301,148	1,301,148	1,301,148	1,301,148	1,301,148	2,868,156	2,868,156
Oklahoma	5,105,111	401,106	400,062	402,141	407,497	415,550	423,915	432,661	432,661	432,661	432,661	222,102	227,633
Pennsylvania	20,601,233	1,880,786	1,872,394	1,644,209	1,641,179	1,641,179	1,706,054	1,706,054	1,706,054	1,706,054	1,706,054	443,188	443,188
Rhode Island	1,494,044	1,117,083	1,117,409	1,119,467	1,121,720	123,850	1,125,942	1,125,942	1,125,942	1,125,942	1,125,942	1,706,431	1,706,431
South Carolina	2,253,499	177,332	182,725	189,771	191,362	191,362	208,227	208,227	208,227	208,227	208,227	167,916	167,916
North Dakota	3,205,489	324,159	320,718	320,718	320,718	320,718	328,638	328,638	328,638	328,638	328,638	251,689	251,689
Texas	17,859,911	1,671,346	1,671,346	1,671,346	1,671,346	1,671,346	1,671,714	1,671,714	1,671,714	1,671,714	1,671,714	409,834	409,834
Utah	1,066,575	822,744	822,744	822,744	822,744	822,744	822,744	822,744	822,744	822,744	822,744	1,035,694	1,035,694
Vermont	1,459,656	811,309	812,731	812,917	813,653	813,653	815,720	815,720	815,720	815,720	815,720	1,044,356	1,044,356
Virginia	16,177,672	820,726	822,778	822,778	822,778	822,778	823,265	823,265	823,265	823,265	823,265	861,984	861,984
Washington	12,561,944	925,332	925,332	925,332	925,332	925,332	925,332	925,332	925,332	925,332	925,332	214,255	214,255
Wisconsin	11,974,844	925,323	925,323	925,323	925,323	925,323	925,323	925,323	925,323	925,323	925,323	1,054,717	1,054,717
Wyoming	863,700	66,208	66,504	67,410	67,410	67,410	73,916	73,916	73,916	73,916	73,916	77,220	77,220

¹ From Federal, State, and local funds under plans approved by the Social Security Board, excludes cost of administration and of hospitalization and burials.

The curves in chart 5 depicting rates of change in the number of recipients of old-age assistance in four States reflect the reduction of the age limit during the period covered. In New Jersey the age limit was reduced from 70 to 65 years in June 1936. The number of recipients in Massachusetts increased sharply subsequent to September 1936 when the age limit was reduced from 70 to 65 years. The same effect is discernible in the curve for New York beginning with October 1936. In Indiana a reduction of the age limit from 70 to 65 years went into effect in July 1938, and the curve moved upward more rapidly after a lag of 2 months.

Many of the State laws providing assistance to

dependent children were mothers'-pension laws under which aid was given only to mothers of dependent children. Under plans approved by the Social Security Board, aid is granted in behalf of dependent children living with other persons within the wider degrees of relationship specified in the Social Security Act.

In addition, many States now require as a condition of eligibility for each program a shorter period of residence than formerly.

Availability of Funds

The extent and adequacy of appropriations from State or from State and local funds likewise influence the development of the programs. The

Table 12.—Old-age assistance: Recipients, by States and by months, 1936¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	Febru-	March	April	May	June	July	August	Septem-	October	Novem-	Decem-
Total	430,601	473,746	506,183	572,476	608,239	651,617	759,241	808,055	899,852	974,164	1,036,472	1,107,649
Alabama	5,616	6,239	4,390	5,890	5,932	8,353	9,614	10,523	10,594	10,492	10,619	10,733
Alaska	518	518	518	560	560	561	561	561	573	573	573	573
Arizona	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960
Arkansas	11,167	11,505	11,728	12,228	12,468	9,902	9,792	10,609	13,239	14,179	14,139	14,857
California	29,062	30,941	34,110	38,504	40,576	42,718	44,905	47,954	52,142	55,456	59,058	63,172
Colorado	20,823	21,210	21,623	21,679	21,638	21,267	22,180	23,152	24,419	25,127	25,738	26,586
Connecticut				4,345	6,286	7,949	9,065	10,020	10,567	10,905	11,374	11,619
Delaware	1,571	1,609	1,666	1,844	2,113	2,398	2,652	2,768	2,899	2,982	3,034	3,057
District of Columbia			24	69	236	478	10	580	789	977	1,174	1,378
Florida										4,287	5,821	7,237
Hawaii	523	555	565	565	673	579	584	584	580	583	587	595
Idaho		3,824	5,341	6,446	6,782	7,073	7,234	7,386	7,632	7,750	7,804	7,913
Illinois			255	1,166	4,486	22,286	35,080	49,762	66,167	78,604	93,230	
Indiana	30,594	31,935	32,595	32,846	31,246	31,576	29,132	30,155	30,589	32,227	33,597	34,740
Iowa	15,561	23,964	26,024	29,637	29,645	29,584	29,297	28,844	28,701	29,240	29,404	29,442
Kentucky	100	100	100	100	100	100	100	100	100	100	11,522	
Louisiana							9,156	9,412	9,649	9,696	10,699	12,010
Maine			30	30	480	1,057	2,269	3,341	4,002	4,002	3,964	3,984
Maryland	5,140	5,560	6,699	7,499	8,334	9,797	10,127	10,543	10,905	11,231	11,668	12,452
Massachusetts	25,759	26,680	27,044	27,475	27,945	28,334	28,764	29,314	36,514	41,637	45,537	48,787
Michigan	15,680	19,297	22,276	24,814	26,519	27,697	29,015	29,822	30,588	31,555	32,007	32,705
Minnesota	6,241	6,247	8,448	22,226	33,037	38,513	42,861	45,373	49,246	51,478	53,884	56,463
Mississippi	20,577	21,683	23,549	10,142	11,938	14,325	15,467	16,299	16,486	16,622	17,892	
Missouri	2,242	16,057	15,938	15,745	16,525	15,449	48,817	45,663	48,158	54,594	56,635	56,276
Montana		147	8,311	15,110	18,721	20,600	21,054	21,487	22,728	23,320	23,776	24,420
Nebraska		469	469	469	469	469	469	469	469	469	469	469
Nevada	2,138	2,209	2,277	2,437	2,561	2,667	2,798	2,888	2,992	3,056	3,099	3,176
New Hampshire	14,716	14,807	16,146	16,307	15,904	17,216	18,504	19,634	20,432	21,040	21,681	
New Jersey			30	207	757	929	1,397	2,568	2,726	2,777	2,830	
New Mexico												
New York	58,340	57,931	58,064	57,908	58,213	58,662	59,005	60,289	60,822	65,176	68,920	72,230
North Dakota				227	2,293	3,793	4,700	5,430	5,860	6,080	6,269	
Ohio	82,827	86,128	84,926	85,937	86,450	86,037	87,925	90,982	90,878	96,565	98,531	99,434
Oklahoma				32,434	36,805	41,099	41,900	(4)	36,821	38,443	40,664	45,676
Oregon	7,719	7,697	7,681	6,899	8,323	9,459	10,317	11,014	11,393	11,632	11,801	11,982
Pennsylvania	59,493	59,521	59,277	59,479	40,191	59,763	44,042	47,929	48,010	52,451	56,730	62,036
Rhode Island	894	1,052	1,217	1,358	1,518	1,695	1,935	2,159	2,384	2,619	3,009	3,242
South Dakota										3,282	5,738	10,038
Texas							59,495	75,069	80,618	85,886	88,702	99,295
Utah	1,260	951	3,544	4,005	4,202	4,313	4,297	4,262	4,560	4,909	5,106	5,294
Vermont	4,061	4,239	4,199	4,153	4,113	4,131	4,090	4,096	4,065	4,030	4,002	3,967
Washington	11,628	12,592	13,799	15,671	16,636	17,787	19,674	21,584	24,349	25,980	27,262	27,915
West Virginia							30	30	2,875	2,875	4,781	
Wisconsin	10,962	16,117	21,105	24,707	27,318	29,166	30,075	31,118	31,985	32,821	33,482	33,992
Wyoming	702	724	1,570	1,873	1,959	2,238	2,351	2,458	2,503	2,504	2,527	2,557

¹ Figures italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering old-age assistance under State law without Federal participation. States not listed did not administer an old-age assistance program during 1936.

² No payments made because of change in accounting procedure.

³ Federal funds available but no payments made.

⁴ Federal funds not available and no payments made under State law without Federal participation.

decline in the number of recipients of old-age assistance in Illinois from April through July 1937 is attributable to the limitation of State funds available at the end of the fiscal year, and the rise thereafter is accounted for by an increased State appropriation. In West Virginia the number of recipients of old-age assistance increased rapidly during the first months of operation under a plan approved by the Social Security Board and by July 1937 had reached the maximum attainable within the limits of available State funds. Reinvestigation of recipients resulted in a very gradual decline in the period subsequent to July 1937. The downward movement of the curves

for old-age assistance and aid to dependent children in Delaware during most of the fiscal year 1937-38 and the tendency to level off in the latter half of the calendar year 1938 are attributable to limitations of the State appropriation

Influence of State Policies and Procedures

The curves for old-age assistance in Idaho for old-age assistance, aid to dependent children and aid to the blind in Washington, and for aid to the blind in the District of Columbia, illustrate the impact of changes in State procedures and policies upon the number of recipients.

In May 1937 Idaho notified recipients of old-

Table 13.—Old-age assistance: Recipients, by States and by months, 1937¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1,151,022	1,200,839	1,257,336	1,297,417	1,328,509	1,291,741	1,393,346	1,433,806	1,468,878	1,504,910	1,543,397	1,579,351
Alabama.....	10,686	10,799	10,885	10,553	10,737	11,408	11,937	12,374	12,521	13,128	13,637	13,681
Alaska.....	599	599	599	599	598	598	596	562	574	577	612	612
Arizona.....	1,960	1,960	1,960	1,960	1,960	1,960	1,960	3,021	3,646	4,063	4,743	5,111
Arkansas.....	15,316	15,158	14,994	14,808	14,682	14,556	18,397	19,192	19,157	19,052	19,187	19,281
California.....	65,755	68,034	70,731	73,691	75,735	78,217	80,286	81,782	85,867	89,253	93,219	97,490
Colorado.....	27,096	27,709	28,236	28,614	28,819	28,999	29,194	29,115	26,913	30,279	32,518	34,295
Connecticut.....	12,208	12,576	12,834	13,083	13,364	13,547	13,719	13,793	13,882	14,045	14,066	14,121
Delaware.....	3,011	2,998	2,996	3,000	2,996	3,001	2,936	2,955	2,930	2,907	2,887	2,871
District of Columbia.....	1,604	1,756	1,964	2,135	2,325	2,452	2,454	2,592	2,716	2,760	2,840	2,931
Florida.....	8,284	8,975	9,563	9,948	10,542	10,912	10,759	11,782	14,278	17,413	20,027	22,684
Georgia.....	594	594	593	596	598	813	1,167	1,233	1,319	1,342	1,357	1,412
Idaho.....	7,989	8,104	8,231	8,261	7,722	7,872	7,852	7,932	7,944	7,972	8,023	8,123
Illinois.....	105,715	113,093	119,073	120,317	118,300	115,500	112,607	114,539	119,100	120,195	121,759	121,091
Indiana.....	35,417	36,377	37,068	37,855	38,672	39,219	39,829	40,372	40,816	41,239	41,575	41,887
Iowa.....	29,977	30,776	32,243	33,080	35,333	36,595	37,871	39,746	40,863	42,090	43,349	44,096
Kansas.....	—	—	—	—	—	—	—	—	2,565	6,440	9,139	11,312
Kentucky.....	15,440	17,812	20,164	24,887	31,601	35,651	38,816	40,789	40,517	40,299	36,308	13,554
Louisiana.....	13,758	15,120	16,551	18,256	20,538	20,683	22,156	23,786	24,500	23,426	23,840	35,050
Maine.....	3,811	3,830	3,798	3,732	3,715	3,674	3,630	3,674	—	—	—	42
Maryland.....	12,823	12,860	12,988	12,988	13,596	13,909	14,386	14,772	15,050	15,474	15,955	16,259
Massachusetts.....	51,446	52,953	55,446	56,708	57,745	55,884	60,049	60,733	61,524	62,568	63,856	64,896
Michigan.....	33,495	34,043	34,435	34,463	35,027	35,883	42,024	48,774	52,835	56,219	60,077	63,318
Minnesota.....	56,570	58,016	59,167	60,550	61,155	61,826	62,096	62,297	62,165	62,170	62,366	62,830
Mississippi.....	17,774	17,953	18,321	17,780	17,346	16,164	16,495	16,274	16,019	15,795	15,713	15,530
Missouri.....	55,883	55,335	54,150	53,852	53,073	40	71,323	72,822	73,547	73,923	74,553	76,160
Montana.....	8,689	S,776	9,050	9,327	9,755	10,036	10,323	10,615	10,743	11,022	11,062	11,401
Nebraska.....	25,069	25,534	26,111	26,419	26,788	26,839	26,904	25,753	25,688	25,627	25,628	25,750
Nevada.....	470	470	470	470	470	470	470	470	470	470	470	470
New Hampshire.....	3,230	3,266	3,308	3,345	3,391	3,427	3,433	3,457	3,491	3,510	3,558	3,592
New Jersey.....	22,212	22,616	23,060	23,507	23,833	23,960	24,087	24,312	24,559	24,807	25,121	25,372
New Mexico.....	2,968	3,038	3,198	3,251	3,260	3,269	3,315	3,340	3,344	3,450	3,471	3,695
New York.....	76,352	82,392	87,233	91,656	94,397	96,623	98,377	99,488	100,272	101,152	101,972	102,924
North Carolina.....	—	—	—	—	—	—	—	—	—	—	—	—
North Dakota.....	6,422	6,588	6,718	6,818	6,893	6,966	7,017	7,047	7,091	7,124	7,204	7,247
Ohio.....	99,219	100,800	101,959	103,303	102,698	102,552	103,480	103,434	103,773	103,747	103,437	104,614
Oklahoma.....	46,320	50,256	55,155	59,204	62,190	66,478	67,452	67,482	68,543	68,631	68,421	68,916
Oregon.....	12,059	12,139	12,342	12,493	12,638	12,778	12,846	12,872	12,829	12,787	12,852	12,963
Pennsylvania.....	67,703	70,917	74,895	81,118	87,620	90,073	91,370	92,453	93,617	93,607	94,684	95,664
Rhode Island.....	3,435	3,671	3,850	4,093	4,301	4,510	4,779	4,965	5,094	5,236	5,453	5,697
South Carolina.....	—	—	—	—	—	—	—	—	—	—	—	—
South Dakota.....	12,925	12,790	10,834	9,195	8,501	8,587	8,268	8,700	9,577	10,394	12,171	13,217
Tennessee.....	—	—	—	—	—	—	—	811	3,540	5,610	7,787	13,394
Texas.....	91,716	101,807	120,217	126,190	127,871	126,057	120,293	110,579	115,454	113,555	114,645	113,703
Utah.....	5,439	5,691	5,961	6,283	6,434	6,539	6,705	7,888	9,346	10,180	10,889	11,587
Vermont.....	3,910	3,874	3,879	3,900	3,887	3,854	4,293	4,785	4,968	5,022	5,076	5,214
Washington.....	28,916	29,715	30,325	30,931	31,498	32,022	33,012	33,758	34,352	35,336	35,533	35,871
West Virginia.....	8,264	10,418	13,589	15,718	17,120	18,128	19,041	18,932	18,687	18,663	18,606	18,659
Wisconsin.....	34,536	35,004	35,463	35,815	35,936	36,208	36,358	36,594	36,809	36,927	37,310	37,816
Wyoming.....	2,606	2,647	2,688	2,713	2,766	2,814	2,834	2,844	2,836	2,831	2,826	2,840

¹ Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering old-age assistance

under State law without Federal participation. Virginia did not administer an old-age assistance program during 1937.

² Federal funds available but no payments made.

³ No payments made because of change in accounting procedure.

age assistance that provisions of the State law relating to the recovery of assistance payments from the estates of recipients would be put into effect. The announcement was followed by the discontinuance of assistance to a substantial number of recipients who refused to comply with this requirement. In June 1937 the recovery provisions were removed from the State plan, and the number of recipients increased gradually in subsequent months.

The decline in the number of recipients of old-age assistance and aid to dependent children in Washington from April to May 1938 was the

result of a case-load review, after which old-age assistance again began an upward trend while aid to dependent children continued to decrease. In the same State the number of recipients of aid to the blind decreased sharply in April 1937 with the inauguration of a uniform State practice of disbursing assistance payments at the beginning of the month. This change affected procedures in 10 counties which had been making payments at the close of the month; these counties reported no recipients of aid to the blind for April 1937.

A change in disbursing procedure from post payment to advance payment in the District of

Table 14.—Old-age assistance: Recipients, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	Februa-	March	April	May	June	July	August	Septem-	October	Novem-	Decem-
	1,602,025	1,625,539	1,648,306	1,664,541	1,680,052	1,659,295	1,709,812	1,719,124	1,734,195	1,749,144	1,764,590	1,779,300
Total	14,205	14,498	14,875	15,049	14,933	15,110	15,053	14,963	15,348	15,509	15,751	15,897
Alabama	709	752	794	856	903	950	1,061	1,021	1,039	1,045	1,051	1,078
Alaska	5,362	5,526	5,745	5,954	6,095	6,210	6,331	6,444	6,510	6,595	6,703	6,811
Arizona	19,299	19,104	18,749	18,474	18,337	18,131	17,845	17,619	17,625	17,443	17,177	17,013
Arkansas	100,731	104,116	105,846	110,754	115,914	117,740	119,827	121,080	122,448	123,738	124,980	125,275
California	34,622	35,172	35,636	35,983	36,321	36,561	37,009	37,016	37,219	37,418	37,506	37,651
Colorado	14,275	14,288	14,358	14,408	14,553	14,677	14,821	14,901	14,985	15,101	15,101	15,208
Connecticut	2,813	2,765	2,711	2,644	2,613	2,607	2,598	2,591	2,603	2,581	2,585	2,600
Delaware	3,000	3,050	3,093	3,093	3,086	3,139	3,216	3,242	3,241	3,241	3,251	3,259
District of Columbia	25,250	26,338	27,417	25,183	25,754	29,307	29,601	30,266	31,071	31,903	32,879	34,130
Florida	23,989	25,923	27,807	28,895	29,771	30,680	32,803	33,818	34,662	35,176	35,542	35,770
Georgia	1,559	1,569	1,407	1,607	1,703	1,715	1,773	1,762	1,761	1,766	1,783	1,771
Hawaii	8,245	8,328	8,409	8,435	8,502	8,518	8,578	8,634	8,710	8,741	8,810	8,869
Idaho	120,638	120,658	121,640	121,766	122,634	124,542	125,156	124,956	125,058	125,085	123,582	124,392
Illinois	41,941	42,042	42,250	42,331	42,773	42,970	43,121	43,181	43,377	44,139	51,960	53,842
Indiana	45,005	45,462	46,246	46,711	47,089	47,836	48,148	48,652	49,244	49,879	50,491	50,677
Iowa	15,331	16,637	17,612	18,535	19,339	19,679	19,959	20,339	20,786	21,162	21,615	22,143
Kansas	34,193	33,758	33,423	33,222	33,634	34,010	35,589	41,316	42,149	43,123	43,916	44,494
Kentucky	24,467	24,930	25,336	25,819	26,636	26,362	26,498	26,522	26,621	27,082	27,587	28,251
Louisiana	566	2,583	5,048	7,318	8,982	10,155	12,341	12,381	12,281	12,182	12,076	11,968
Maine	16,414	16,515	16,626	16,722	16,820	16,951	17,076	17,115	17,166	17,205	17,248	17,337
Maryland	65,912	66,665	67,665	68,304	69,348	70,063	70,799	71,465	72,206	73,100	74,127	74,968
Massachusetts	66,316	69,933	70,869	69,836	68,878	70,662	69,890	68,993	68,342	68,889	70,786	70,872
Michigan	62,770	62,779	62,679	63,218	63,350	63,292	63,875	63,991	64,101	64,463	64,781	65,098
Minnesota	15,360	15,279	15,164	15,151	15,273	15,255	15,688	16,486	17,336	17,996	18,401	18,788
Mississippi	75,791	73,561	72,224	71,947	72,559	72,252	71,841	71,727	72,166	72,774	73,524	74,015
Missouri	11,629	11,733	11,922	12,051	12,111	12,154	12,243	12,306	12,354	12,415	12,473	12,534
Montana	25,882	26,014	26,159	25,901	26,296	26,322	26,352	26,368	26,456	26,631	26,808	26,992
Nebraska	1,566	1,695	1,808	1,866	1,920	1,955	1,988	1,995	2,024	2,051	2,071	2,099
Nevada	3,638	3,683	3,694	3,701	3,714	3,735	3,731	3,763	3,820	3,856	3,932	4,002
New Hampshire	25,286	25,421	25,605	25,787	25,890	26,072	26,195	26,296	26,400	26,581	26,710	26,967
New Jersey	3,816	3,829	3,817	3,789	3,784	3,753	3,796	3,795	3,769	3,763	3,738	3,811
New Mexico	103,801	104,292	104,479	104,807	105,769	106,532	107,431	108,108	108,332	108,645	109,912	110,430
New York	22,373	24,249	26,185	27,036	29,066	29,816	29,942	30,146	30,693	31,193	31,664	31,964
North Carolina	7,340	7,441	7,521	7,563	7,566	7,591	7,623	7,672	7,702	7,720	7,770	7,851
North Dakota	103,361	104,423	105,109	107,732	108,823	109,655	110,238	110,959	111,366	110,592	110,252	110,403
Ohio	68,514	67,520	66,764	66,127	65,442	64,697	64,221	64,162	64,233	64,416	64,692	64,771
Oklahoma	14,614	15,155	15,805	16,724	17,313	17,704	17,889	18,052	18,385	18,603	18,877	18,846
Oregon	94,520	93,784	93,443	93,138	91,895	90,633	89,534	88,459	88,372	87,900	87,409	87,138
Pennsylvania	5,859	5,942	6,038	6,133	6,212	6,310	6,335	6,335	6,325	6,296	6,263	6,247
Rhode Island	15,144	17,334	18,816	20,091	21,078	22,082	22,172	21,934	21,933	22,306	22,557	23,160
South Carolina	14,154	14,776	15,241	15,540	15,713	15,844	15,892	15,893	15,912	16,010	16,092	16,201
South Dakota	15,537	19,374	21,383	22,422	22,970	23,130	23,002	22,882	22,762	22,599	22,446	22,324
Tennessee	112,452	111,528	110,998	111,035	111,136	111,283	111,619	111,808	112,389	113,342	113,017	113,230
Texas	111,985	12,265	12,461	12,670	12,833	12,982	13,059	13,126	13,194	13,281	13,322	13,363
Utah	5,300	5,455	5,420	5,345	5,277	5,238	5,206	5,186	5,211	5,273	5,229	5,203
Vermont	2,840	2,868	2,886	2,868	2,888	2,897	2,909	2,918	2,929	2,949	2,959	3,006
Virginia	36,896	37,104	37,472	37,843	35,569	35,481	35,796	36,188	36,359	36,946	37,521	37,610
Washington	18,582	18,586	18,488	18,472	18,456	18,291	18,135	17,933	17,939	17,925	17,976	
West Virginia	93,772	38,687	39,668	39,581	40,047	40,635	41,148	41,542	42,482	43,035	43,659	
Wisconsin	2,840	2,868	2,886	2,868	2,888	2,897	2,909	2,918	2,929	2,949	2,959	
Wyoming												

¹ Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board; figure italicized represents number of recipients under State law without Federal participation.

* No payments made because of change in accounting procedure.

Columbia resulted in a break in the curve for aid to the blind in July 1936. No recipients of aid to the blind were reported by the District for that month.

Trends in Cases Receiving General Relief

The trend in the number of cases receiving general relief in the continental United States from April 1937 through December 1939 was influenced primarily by economic and seasonal conditions, by the extent of WPA employment, and by the amount of State and local funds available. Trends for selected States, shown in chart 8, depict the influence not only of these factors but also that of administrative policies and pro-

cedures, changes in State legislation, the development of programs for the special types of public assistance and for unemployment compensation, and circumstances affecting employment.

Economic Factors

Apart from changes in provisions for other types of programs, the most important factor affecting the trend in cases receiving general relief is the economic situation in the Nation as a whole or in a particular State. In the winter of 1937-38 business suffered a recession; the case loads of general relief in this period were higher than in any other period since the beginning of 1936. The trends for each State shown in chart

Table 15.—Old-age assistance: Recipients, by States and by months, 1939¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1,790,904	1,803,171	1,816,842	1,833,392	1,835,674	1,845,328	1,861,094	1,874,721	1,888,015	1,897,091	1,906,640	1,912,356
Alabama.....	15,939	16,013	16,125	16,333	16,506	16,614	17,108	17,320	17,426	17,737	18,300	18,386
Alaska.....	1,114	1,137	1,172	1,202	1,209	1,220	1,246	1,269	1,280	1,304	1,314	1,324
Arizona.....	6,817	6,889	6,950	7,089	7,173	7,320	7,446	7,482	7,581	7,651	7,703	7,772
Arkansas.....	10,960	16,686	16,600	16,696	16,727	16,888	17,165	17,257	17,382	17,951	18,194	18,351
California.....	125,835	127,616	128,569	129,480	130,780	131,968	132,809	133,625	134,668	133,717	134,010	133,949
Colorado.....	37,961	35,273	35,308	35,592	35,705	35,824	39,011	39,218	39,440	39,688	39,837	40,029
Connecticut.....	15,343	15,424	15,370	15,463	15,504	15,616	15,860	16,103	16,296	16,619	16,759	16,883
Delaware.....	2,628	2,618	2,623	2,655	2,693	2,810	2,769	2,725	2,656	2,646	2,604	2,565
District of Columbia.....	3,265	3,262	3,273	3,273	3,276	3,281	3,271	3,363	3,283	3,321	3,338	3,323
Florida.....	34,869	35,063	36,191	37,065	37,529	37,544	36,899	36,322	36,563	36,362	36,279	36,167
Georgia.....	35,882	36,293	36,470	36,610	22,168	22,298	22,323	22,434	22,517	22,642	22,708	22,783
Hawaii.....	1,776	1,772	1,771	1,772	1,773	1,783	1,778	1,755	1,707	1,717	1,713	1,714
Idaho.....	8,725	8,836	8,613	8,484	8,436	8,396	8,375	8,366	8,375	8,451	8,529	8,624
Illinois.....	125,562	126,847	128,643	129,582	131,153	132,518	133,602	133,933	135,240	136,793	137,815	138,776
Indiana.....	75,775	58,685	60,113	61,564	62,753	63,932	64,432	64,768	65,194	65,502	65,834	66,055
Iowa.....	50,863	51,603	51,340	51,479	51,756	52,085	52,476	52,671	52,964	53,122	53,457	53,699
Kansas.....	22,610	22,099	23,333	23,655	23,892	24,233	24,476	24,719	25,082	25,357	26,026	26,226
Kentucky.....	44,385	44,670	44,944	45,006	45,023	45,028	45,356	45,255	45,264	45,147	45,198	45,137
Louisiana.....	28,793	29,275	29,518	29,645	29,851	30,045	29,954	29,991	30,015	30,019	29,788	30,842
Maine.....	11,531	11,701	11,561	11,676	11,992	11,871	12,328	11,521	11,989	12,507	13,212	13,977
Maryland.....	17,365	17,422	17,470	17,702	17,719	17,668	17,646	17,618	17,634	17,721	17,786	17,956
Massachusetts.....	75,764	76,482	77,023	77,655	78,255	78,991	79,484	80,139	80,544	81,180	81,925	82,445
Michigan.....	70,911	70,953	73,277	76,999	81,575	83,275	82,516	81,341	80,188	79,114	78,256	77,476
Minnesota.....	65,474	65,711	66,036	66,289	66,392	66,351	66,377	66,352	66,331	66,158	66,113	66,140
Mississippi.....	19,144	19,382	19,663	19,710	19,731	19,764	19,800	19,824	19,860	19,862	19,866	19,872
Missouri.....	74,413	73,697	74,901	74,591	75,075	75,443	76,170	76,393	76,752	77,140	77,768	78,723
Montana.....	12,635	12,652	12,687	12,940	12,220	12,177	12,263	12,239	12,226	12,202	12,185	12,185
Nebraska.....	27,195	27,376	27,476	26,966	27,130	27,157	27,157	27,046	27,039	27,206	27,282	27,390
Nevada.....	2,132	2,142	2,158	2,172	2,181	2,205	2,222	2,236	2,245	2,244	2,251	2,256
New Hampshire.....	4,063	4,149	4,265	4,241	4,305	4,340	4,417	4,493	4,569	4,573	4,612	4,538
New Jersey.....	27,356	27,892	28,231	28,573	28,785	29,028	29,591	29,865	30,130	30,335	30,543	30,661
New Mexico.....	3,824	3,857	3,554	3,564	3,899	3,857	3,908	3,869	3,897	3,918	3,937	4,038
New York.....	110,389	110,003	111,276	110,477	110,013	110,232	111,007	112,018	112,553	113,301	113,939	114,595
North Carolina.....	31,972	32,271	32,291	32,383	32,497	32,582	33,550	34,090	34,431	34,650	34,859	35,099
North Dakota.....	7,895	7,939	8,069	8,040	8,114	8,149	8,260	8,346	8,468	8,586	8,746	8,868
Ohio.....	109,008	110,121	110,619	111,508	114,395	115,318	117,739	119,013	120,925	123,708	125,525	125,699
Oklahoma.....	65,117	65,119	65,426	65,753	66,441	67,158	68,442	68,793	69,256	69,703	70,047	70,363
Oregon.....	18,553	18,811	18,905	19,113	19,464	19,525	20,233	20,542	20,741	20,932	20,998	20,775
Pennsylvania.....	87,837	87,231	84,941	85,805	84,320	82,096	81,496	81,029	80,495	79,916	79,297	78,374
Rhode Island.....	6,245	6,265	6,279	6,337	6,431	6,534	6,566	6,595	6,640	6,705	6,768	6,785
South Carolina.....	23,641	24,007	24,382	24,592	24,532	24,985	24,659	24,277	23,430	22,255	21,454	21,045
South Dakota.....	16,270	16,285	16,328	16,296	16,010	15,103	13,507	13,794	13,878	13,995	14,043	14,212
Tennessee.....	22,125	21,946	21,767	21,564	21,379	21,206	21,711	21,644	21,178	21,773	20,756	20,733
Texas.....	113,393	113,788	114,322	115,533	116,737	118,047	117,213	118,369	120,520	120,936	121,042	120,628
Utah.....	13,392	13,485	13,342	13,570	13,599	13,609	13,628	13,687	13,759	13,788	13,821	13,875
Vermont.....	5,728	5,754	5,585	5,575	5,723	5,667	5,645	5,613	5,595	5,572	5,622	5,583
Virginia.....	8,529	9,957	11,117	12,939	13,036	13,722	14,356	14,865	15,278	15,641	15,953	16,226
Washington.....	37,539	37,631	37,617	39,064	38,873	38,808	38,870	38,973	38,977	39,061	39,068	39,098
West Virginia.....	17,912	17,991	18,020	17,996	18,068	18,168	18,163	17,854	17,796	17,749	17,446	17,446
Wisconsin.....	44,211	44,747	45,163	45,660	46,081	46,566	47,042	47,560	48,137	48,709	49,257	49,652
Wyoming.....	3,059	3,041	3,089	3,134	3,152	3,210	3,185	3,223	3,237	3,255	3,283	3,315

¹ Under plans approved by the Social Security Board.

Table 16.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1936*

(Data reported by State agencies, corrected to Jan. 16, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$49,463,921	\$3,623,446	\$3,760,341	\$3,797,104	\$3,941,682	\$3,992,868	\$4,221,496	\$4,254,012	\$4,017,410	\$4,211,661	\$4,379,308	\$4,666,790	\$4,796,912
Alabama	614,380	65,777	67,977	24,102	44,219	43,460	43,634	50,847	53,052	55,254	58,339	58,881	58,908
Arizona	151,801	2,000	2,000	2,000	2,000	2,000	13,024	16,426	19,205	20,153	21,064	22,341	27,600
Arkansas	224,037	5,637	6,755	7,136	8,535	8,535	16,059	18,059	20,059	21,059	23,368	26,944	32,073
California	3,188,441	867,453	867,453	867,453	867,453	867,453	205,916	205,916	205,916	205,916	205,916	205,916	205,916
Colorado	446,765	9,102	10,625	12,537	13,537	13,537	205,427	210,427	215,427	220,427	225,427	230,427	235,427
Connecticut	777,608	78,190	78,190	78,190	78,190	78,190	72,955	72,955	72,955	72,955	72,955	72,955	72,955
Delaware	111,731	7,173	7,173	7,173	7,173	7,173	7,957	7,957	7,957	7,957	7,957	7,957	7,957
District of Columbia	13,697	12,697	12,697	12,697	12,697	12,697	57,213	57,213	57,213	57,213	57,213	57,213	57,213
Florida	255,172	22,683	25,663	25,805	25,805	25,805	81,441	81,441	81,441	81,441	81,441	81,441	81,441
Idaho	382,504	6,690	14,294	26,654	26,875	26,875	31,350	31,350	31,350	31,350	31,350	31,350	31,350
Illinois	1,965,400	183,900	181,400	175,500	175,500	171,600	165,800	165,800	165,800	165,800	165,800	165,800	165,800
Indiana	366,298	29,200	29,200	29,200	29,200	29,200	92,900	92,900	92,900	92,900	92,900	92,900	92,900
Iowa	600,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000
Kansas	42,000	5,600	5,600	5,600	5,600	5,600	5,600	5,600	5,600	5,600	5,600	5,600	5,600
Louisiana	106,300	9,600	9,700	9,800	9,800	9,800	8,900	8,900	8,900	8,900	8,900	8,900	8,900
Maine	732,182	569	659	659	659	659	83,887	83,887	83,887	83,887	83,887	83,887	83,887
Maryland	457,917	32,199	32,199	32,199	32,199	32,199	38,945	38,945	38,945	38,945	38,945	38,945	38,945
Massachusetts	1,608,681	130,453	138,325	138,453	138,453	138,453	138,453	138,453	138,453	138,453	138,453	138,453	138,453
Michigan	3,349,490	264,473	265,788	275,959	285,587	295,587	280,974	272,374	271,145	264,974	258,407	258,407	258,407
Minnesota	2,133,682	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Mississippi	32,657	9,030	9,030	9,030	9,030	9,030	127,737	127,737	127,737	127,737	127,737	127,737	127,737
Missouri	112,060	12,620	12,620	12,620	12,620	12,620	8,920	8,920	8,920	8,920	8,920	8,920	8,920
Montana	235,652	19,488	19,488	19,488	19,488	19,488	19,488	19,488	19,488	19,488	19,488	19,488	19,488
Nebraska	482,623	26,000	26,000	26,000	26,000	26,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
New Hampshire	138,674	8,610	10,188	11,188	11,188	11,188	10,188	10,188	10,188	10,188	10,188	10,188	10,188
New Jersey	3,283,634	260,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000
New Mexico	96,658	—	—	—	—	—	40	40	40	40	40	40	40
New York	12,587,773	1,020,475	1,020,475	1,020,475	1,020,475	1,020,475	1,031,632	1,026,767	1,026,767	1,026,767	1,026,767	1,026,767	1,026,767
North Carolina	661,678	65,600	65,600	65,600	65,600	65,600	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Ohio	2,360,607	176,000	176,000	176,000	176,000	176,000	150,000	150,000	150,000	150,000	150,000	150,000	150,000
Oklahoma	515,655	52,655	52,655	52,655	52,655	52,655	2,014	2,014	2,014	2,014	2,014	2,014	2,014
Oregon	68,652	22,652	22,652	22,652	22,652	22,652	25,980	25,980	25,980	25,980	25,980	25,980	25,980
Pennsylvania	3,645,696	293,908	293,908	293,908	293,908	293,908	293,908	293,908	293,908	293,908	293,908	293,908	293,908
Rhode Island	53,662	27,165	27,165	27,165	27,165	27,165	92,053	92,053	92,053	92,053	92,053	92,053	92,053
South Dakota	325,831	27,526	27,526	27,526	27,526	27,526	35,650	35,650	35,650	35,650	35,650	35,650	35,650
Tennessee	72,897	6,411	6,656	5,187	5,187	5,187	5,699	5,699	5,699	5,699	5,699	5,699	5,699
Texas	40,467	3,187	3,232	3,232	3,232	3,232	3,284	3,284	3,284	3,284	3,284	3,284	3,284
Utah	556,297	8,945	7,744	44,921	44,921	44,921	54,625	55,270	63,807	60,612	53,432	54,606	56,085
Vermont	68,907	4,600	6,882	6,882	6,882	6,882	4,945	5,231	5,614	6,097	6,453	6,556	6,681
Virginia	45,600	3,800	3,800	3,800	3,800	3,800	81,500	81,500	81,500	81,500	81,500	81,500	81,500
Washington	1,316,168	28,773	67,871	215,170	206,134	206,134	2,036	8,131	10,188	12,292	14,493	15,314	17,473
West Virginia	10	193,102	—	—	—	—	—	—	—	—	—	—	—
Wisconsin	2,793,000	—	—	—	—	—	—	—	—	—	—	—	—
Wyoming	146,017	—	—	—	—	—	—	—	—	—	—	—	—

1 Excludes cost of administration and of hospitalization and burials.

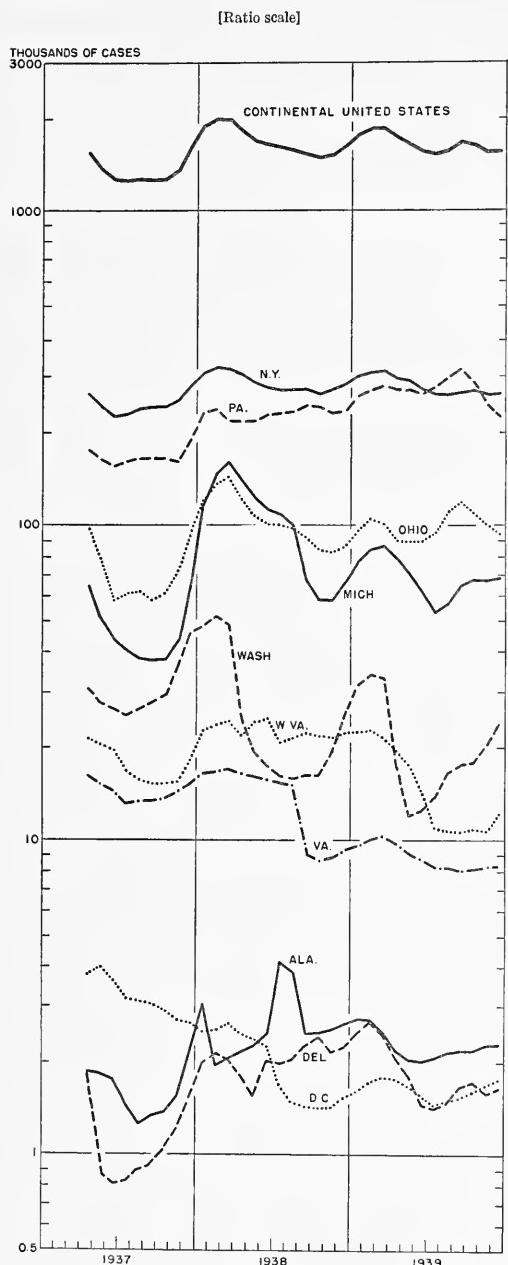
2 Includes payments from Federal, State, and local funds in States administering aid to dependent children under their own plans or by the Social Security Board.

3 Figures italicized partly estimated; represent payments to children (orphans) pensions under State law without Federal participation.

4 Figures not available and no payments made under State law without Federal participation.

Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under their own plans or by the Social Security Board.

Chart 8.—General relief: Trend in number of cases in the continental United States and in selected States, 1937-39



8 reflect the increase due to this industrial slump except where special conditions limited expansion of the general relief program. The trend in general relief cases in Alabama from June to September 1938 reflects the effect of decreased industrial activity in a particular area. During July, when the textile mills in Madison County, Ala., were closed, the burden of caring for the unemployed fell on the general relief program and the number of cases receiving such assistance increased sharply. In August 1938, with increases in WPA employment and improvement in industrial conditions, the number of cases receiving general relief decreased somewhat. By September the extraordinary need in the county had disappeared and the general relief case load in the State dropped to the level of June 1938.

WPA Employment

Except in unusual circumstances the trend in general relief rises in the winter months and falls in the summer months. The usual seasonal decrease during the summer months was offset in many States during July, August, and September 1939 by decreased WPA employment. Curtailment of the WPA program was accentuated after June 1939 because the appropriation for such employment was reduced and the WPA was required to drop from projects all persons who had had continuous WPA employment for 18 months or more. The curves for general relief in Michigan, Ohio, and Pennsylvania depict the rise in the number of cases during July-September 1939 following WPA lay-offs.

Availability of Funds

The response of the general relief program to need arising from any cause is dependent upon the extent and adequacy of appropriations for the program from State, or from State and local, funds. In Ohio a stringency of local funds during the last quarter of 1939 resulted in a sharp decrease in the number of cases receiving general relief. The same factor is illustrated in the curve for West Virginia beginning with February 1939, when a decrease in the general relief rolls resulted from lack of State funds. In the District of Columbia inadequate appropriations for general relief have resulted in a generally declining trend in the program since May 1937.

Table 17.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1937*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$71,460,483	\$4,911,259	\$5,107,235	\$5,378,146	\$5,495,679	\$5,600,324	\$5,701,700	\$6,020,712	\$6,148,928	\$6,329,391	\$6,566,599	\$6,919,296	\$7,201,315
Alabama	59,505	58,844	59,964	55,928	53,668	54,501	55,508	58,206	58,606	65,325	64,332	68,000	
Arizona	310,837	28,029	26,063	47,614	50,419	52,425	40,492	40,212	42,705	44,463	45,241	47,975	
Arkansas	45,018	45,614	301,692	301,692	313,696	313,624	95,941	97,120	53,710	52,986	51,044	50,520	
California	297,490	82,562	90,514	95,940	96,023	97,725	98,880	100,198	98,913	99,592	402,561	415,224	
Colorado	1,162,385	82,346	64,000	62,235	63,079	60,638	66,028	64,000	63,826	13,202	13,147	13,750	101,419
Connecticut	67,247	11,716	11,731	11,708	11,727	12,009	12,229	12,893	12,951	13,202	13,477	14,417	
Delaware	151,313	65,240	60,786	58,738	54,430	57,139	51,532	49,857	50,582	51,091	54,896	58,513	
District of Columbia	237,737	24,346	24,360	21,873	21,795	17,676	18,410	18,790	21,472	25,354	19,860	24,494	
Florida	232,093	—	—	—	—	—	—	8,542	22,643	33,649	44,836	56,608	65,615
Georgia	—	—	—	—	—	—	—	—	—	—	—	—	—
Hawaii	106,876	52,559	57,313	60,911	61,478	57,539	58,611	21,935	24,684	26,082	31,894	33,805	34,749
Idaho	1,710,700	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	
Illinois	2,717,399	86,333	116,818	147,940	183,634	212,804	255,011	256,011	256,011	256,011	256,011	256,000	
Indiana	2,251,219	51,600	49,267	62,076	63,265	63,874	62,763	67,211	66,778	67,960	61,387	63,325	325,583
Iowa	1,096,209	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	62,514
Kansas	1,772,305	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	145,600	77,014
Kentucky	1,122,288	81,386	84,630	87,662	91,013	12,918	12,866	12,768	12,072	11,428	11,277	11,697	11,700
Louisiana	326,293	17,767	17,767	17,767	17,767	17,767	17,767	17,767	17,767	17,767	17,767	17,767	
Maine	46,588	46,588	46,588	46,588	46,588	46,588	46,588	46,588	46,588	46,588	46,588	46,588	
Maryland	119,467	161,136	161,136	161,136	161,136	161,136	161,136	161,136	161,136	161,136	161,136	161,136	
Massachusetts	209,631	312,902	316,660	340,088	340,626	362,690	374,381	404,013	404,938	412,237	412,237	412,237	
Michigan	4,418,058	297,133	314,703	315,259	316,652	323,555	325,718	326,915	326,915	326,915	326,915	326,915	449,912
Minnesota	1,694,950	150,256	150,256	150,256	150,256	150,256	150,256	144,581	145,581	145,581	145,581	145,581	152,153
Mississippi	1,100,520	86,869	86,869	86,869	86,869	86,869	86,869	86,869	86,869	86,869	86,869	86,869	
Montana	—	—	—	—	—	—	—	—	—	—	—	—	—
Nebraska	1,122,288	81,386	84,630	87,662	91,013	12,918	12,866	12,768	12,072	11,428	11,277	11,697	11,700
Nevada	46,850	46,850	46,850	46,850	46,850	46,850	46,850	46,850	46,850	46,850	46,850	46,850	
New Hampshire	152,346	12,333	12,333	12,333	12,333	12,333	12,333	12,333	12,333	12,333	12,333	12,333	
New Jersey	3,606,427	280,137	288,950	292,137	296,804	245,967	265,937	270,737	270,737	270,737	270,737	270,737	325,756
New Mexico	215,784	1,066,216	1,066,216	1,066,216	1,066,216	32,470	21,293	23,490	23,548	24,735	25,652	28,215	
New York	325,711	291,489	291,231	291,231	291,231	1,058,771	1,058,774	1,051,757	1,051,757	1,052,975	1,061,901	1,066,292	1,070,938
North Carolina	1,217,288	1,217,288	1,217,288	1,217,288	1,217,288	5,612	5,612	5,612	5,612	5,612	5,612	5,612	
North Dakota	4,000,441	278,600	278,600	278,600	278,600	5,612	5,612	5,612	5,612	5,612	5,612	5,612	
Ohio	18,450	—	—	—	—	—	—	—	—	—	—	—	—
Oklahoma	322,947	25,402	25,402	25,402	25,402	26,874	26,674	26,477	26,279	26,080	26,874	27,674	
Pennsylvania	6,091,239	32,622	44,842	37,615	41,068	45,974	40,477	53,117	53,117	53,117	53,117	53,117	
Rhode Island	32,636	33,612	33,612	33,612	33,612	35,662	37,724	39,445	40,907	42,697	44,646	48,182	
South Carolina	84,882	—	—	—	—	—	—	—	—	—	—	—	33,214
South Dakota	384,961	32,763	34,741	35,425	34,696	32,376	31,712	30,391	30,785	30,993	30,270	29,259	31,651
Tennessee	409,340	6,310	6,310	6,310	6,310	6,039	6,355	6,435	6,435	6,435	6,435	6,435	
Texas	95,247	3,244	3,244	3,244	3,244	3,244	3,196	3,196	3,196	3,196	3,196	3,196	
Vermont	81,714	62,621	62,957	65,684	67,926	68,587	69,749	67,147	71,641	75,988	72,771	72,771	
Virginia	4,65,600	3,800	3,800	3,800	3,800	7,073	7,133	7,133	7,133	7,133	7,133	7,133	
Washington	180,345	166,200	174,368	174,368	174,368	174,368	174,368	174,368	174,368	174,368	174,368	174,368	
West Virginia	3,800,818	27,349	27,349	27,349	27,349	49,151	63,927	79,932	100,171	102,275	103,272	109,631	
Wisconsin	3,588,582	273,930	281,581	286,852	291,832	285,114	285,114	285,114	285,114	285,114	285,114	285,114	
Wyoming	232,752	13,271	19,801	19,801	19,801	20,236	20,236	20,236	20,236	20,236	19,377	18,137	

1 Excludes cost of administration and of hospitalization and burials. Figures not available represent payments from Federal, State, and local funds in States administering aid to dependent children under plans approved by the Social Security Board.

2 Does not include mothers' pensions administered under State law without Federal participation. Federal funds available but no payments made under plan approved by the Social Security Board.

3 Federal funds available but no payments made under plan approved by the Social Security Board.

4 Federal funds available but no payments made.

Table 18.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1938¹*¹ Data reported by State agencies; corrected to Jan. 15, 1940.

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Alabama	\$87,809,966	\$7,392,610	\$7,601,171	\$7,902,620	\$7,908,337	\$7,916,351	\$8,017,021	\$8,042,960	\$8,330,065	\$8,418,414	\$8,535,935	\$8,771,262	\$8,972,610
Arizona	929,090	69,427	67,948	65,766	69,171	67,458	70,074	100,502	102,078	101,911	109,235	79,544	70,436
Arkansas	682,808	66,155	47,907	50,133	53,834	63,214	56,534	57,904	61,433	62,035	65,335	62,613	61,513
California	5,525,528	50,191	48,853	48,025	47,361	46,921	46,311	46,485	47,437	47,231	47,437	47,231	47,231
Colorado	2,231,261	483,911	451,530	451,530	451,530	451,530	451,530	451,530	451,530	451,530	451,530	451,530	451,530
Connecticut	1,535,984	103,811	105,646	105,204	108,379	111,418	113,335	113,335	113,335	113,335	113,335	113,335	113,335
Delaware	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000
District of Columbia	184,988	14,481	15,049	16,633	17,202	17,128	16,292	16,292	16,292	16,292	16,292	16,292	16,292
Florida	62,439	62,439	63,571	63,571	60,838	59,241	59,241	59,241	59,241	59,241	59,241	59,241	59,241
Georgia	257,827	257,827	257,827	257,827	24,611	24,611	24,611	24,611	24,611	24,611	24,611	24,611	24,611
Hawaii	1,981	70,563	70,563	70,563	71,166	81,321	88,239	86,023	91,153	93,148	94,433	95,155	95,660
Idaho	363,749	35,510	29,266	28,862	29,291	30,395	29,618	29,610	29,265	28,855	28,855	28,855	28,855
Illinois	70,230	60,670	62,000	63,045	63,516	63,516	63,516	66,510	67,546	68,732	69,444	70,464	71,538
Indiana	2,076,820	195,670	195,670	195,670	195,670	195,670	195,670	195,670	195,670	195,670	195,670	195,670	195,670
Iowa	4,585,644	376,772	376,772	376,772	376,772	376,772	376,772	376,772	376,772	376,772	376,772	376,772	376,772
Kansas	1,481,182	94,204	103,918	103,918	103,918	103,918	103,918	103,918	103,918	103,918	103,918	103,918	103,918
Kentucky	2,200,987	77,999	77,999	77,999	77,999	77,999	77,999	77,999	77,999	77,999	77,999	77,999	77,999
Louisiana	2,100,973	169,067	171,533	171,533	171,533	171,533	171,533	171,533	171,533	171,533	171,533	171,533	171,533
Maine	603,732	60,634	60,634	60,634	60,634	61,673	62,265	62,265	62,265	62,265	62,265	62,265	62,265
Maryland	2,745,362	211,247	220,286	228,886	230,933	226,911	225,427	225,427	225,427	225,427	225,427	225,427	225,427
Massachusetts	6,258,513	448,982	449,920	450,920	452,267	452,230	452,230	452,230	452,230	452,230	452,230	452,230	452,230
Michigan	5,523,813	433,914	433,914	433,914	433,914	511,631	492,320	492,320	492,320	492,320	492,320	492,320	492,320
Minnesota	1,414,358	102,406	170,299	180,637	188,304	193,323	197,857	202,414	208,513	214,563	214,575	214,575	214,575
Mississippi	10,660	880	880	880	880	880	880	880	880	880	880	880	880
Missouri	1,473,944	35,510	34,602	71,893	97,169	120,739	145,277	155,224	156,239	156,239	156,239	156,239	156,239
Montana	655,728	48,903	48,902	50,919	52,697	55,234	55,234	55,234	55,234	55,234	55,234	55,234	55,234
Nebraska	1,324,528	105,468	117,997	119,818	105,972	105,218	106,072	106,072	106,072	106,072	106,072	106,072	106,072
Nevada	97,866	8,837	9,712	9,712	2,627	2,612	2,612	2,612	2,612	2,612	2,612	2,612	2,612
New Hampshire	13,358	13,621	13,621	13,621	13,878	13,878	13,878	13,878	13,878	13,878	13,878	13,878	13,878
New Jersey	3,869,512	30,621	321,694	332,871	330,266	336,337	332,877	330,877	330,877	330,877	330,877	330,877	330,877
New Mexico	17,386,511	34,811	35,728	36,471	36,471	36,471	37,213	37,213	37,213	37,213	37,213	37,213	37,213
New York	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556	1,267,556
North Carolina	1,214,433	124,914	94,329	93,349	107,349	113,507	119,182	121,971	111,088	110,971	111,088	111,088	111,088
North Dakota	1,320,965	112,975	112,975	112,975	112,975	112,975	112,975	112,975	112,975	112,975	112,975	112,975	112,975
Oklahoma	853,659	84,015	162,950	165,422	175,128	182,637	189,565	190,565	191,565	191,565	191,565	191,565	191,565
Oregon	2,603,317	1,159	89,056	97,716	105,846	115,846	122,846	131,846	131,846	131,846	131,846	131,846	131,846
Pennsylvania	9,195	8,626	23,372	23,372	23,372	23,372	23,372	23,372	23,372	23,372	23,372	23,372	23,372
Rhode Island	7,281,013	60,121	60,243	60,243	60,243	60,243	60,243	60,243	60,243	60,243	60,243	60,243	60,243
South Carolina	651,985	433,282	433,282	433,282	433,282	433,282	433,282	433,282	433,282	433,282	433,282	433,282	433,282
South Dakota	1,207,781	101,101	189,498	192,081	192,081	196,890	196,890	196,890	196,890	196,890	196,890	196,890	196,890
Tennessee	2,111,824	114,015	162,950	165,422	175,128	182,637	189,565	190,565	191,565	191,565	191,565	191,565	191,565
Texas	1,711,113	87,176	89,056	92,703	92,703	95,430	98,622	98,622	98,622	98,622	98,622	98,622	98,622
Utah	1,063	1,063	1,063	1,063	1,063	1,063	1,063	1,063	1,063	1,063	1,063	1,063	1,063
Vermont	9,195	6,169	6,295	6,488	6,793	7,274	7,730	8,222	8,724	9,224	9,724	10,224	10,724
Washington	2,097,871	101,101	189,498	192,081	192,081	196,890	196,890	196,890	196,890	196,890	196,890	196,890	196,890
West Virginia	2,446,311	116,920	120,990	120,990	120,990	120,990	120,990	120,990	120,990	120,990	120,990	120,990	120,990
Wisconsin	4,393,932	335,688	351,154	351,154	351,154	351,154	351,154	351,154	351,154	351,154	351,154	351,154	351,154
Wyoming	214,216	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under plan approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to dependent children (mothers' pensions) under State law.² Includes aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.³ Does not include mothers' pensions administered under State law without Federal participation.

Data for Alaska not available.

Table 19.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1939*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$115,343,457	\$8,258,000	\$8,425,586	\$9,630,322	\$9,245,078	\$9,312,643	\$9,618,949	\$9,670,631	\$9,866,403	\$9,740,471	\$9,871,032	\$9,930,595	\$10,043,941
Alabama	887,395	69,374	70,175	69,193	69,109	68,982	68,650	70,507	71,971	65,597	73,300	70,419	70,116
Arizona	70,215	70,412	67,755	66,978	80,532	52,239	52,239	79,749	79,364	80,542	79,938	79,718	73,521
Arkansas	389,789	32,476	32,185	556,925	644,077	665,737	651,977	599,975	582,976	586,132	532,989	52,508	622,845
California	6,947,960	532,598	544,077	144,725	141,366	142,802	143,674	143,492	145,212	144,495	144,830	147,356	149,931
Colorado	1,300,467	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000
Connecticut	817,773	181,792	143,399	141,717	142,921	145,322	145,322	145,322	145,122	145,279	145,384	145,387	145,387
District of Columbia	476,759	48,199	46,929	45,380	45,382	47,217	47,832	47,832	48,509	48,509	48,509	48,509	48,509
Florida	878,843	411,161	455,361	58,578	58,578	57,441	58,543	58,543	80,730	79,264	79,704	81,032	83,755
Georgia	966,318	97,760	98,029	76,828	76,475	75,903	75,111	74,497	74,630	74,630	73,339	72,608	72,608
Hawaii	358,038	22,280	33,486	34,251	34,251	34,658	34,867	35,407	35,769	35,962	36,961	36,961	37,471
Illinois	859,870	70,824	71,198	70,859	70,788	71,194	71,194	71,194	71,194	71,194	71,194	71,194	71,357
Indiana	1,066,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000
Iowa	423,245	423,245	423,245	423,245	423,245	423,245	423,245	423,245	423,245	423,245	423,245	423,245	423,245
Kansas	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000	1,744,000
Kentucky	1,946,220	147,250	165,065	165,065	165,065	165,065	165,065	165,065	165,065	165,065	165,065	165,065	165,065
Louisiana	2,111,451	211,451	211,451	211,451	211,451	211,451	211,451	211,451	211,451	211,451	211,451	211,451	211,451
Maine	2,265,235	249,825	250,513	249,825	250,513	249,825	250,513	250,513	250,513	250,513	250,513	250,513	250,513
Maryland	2,207,785	247,229	247,229	247,229	247,229	247,229	247,229	247,229	247,229	247,229	247,229	247,229	247,229
Massachusetts	7,459,326	620,624	681,846	569,326	569,326	569,326	569,326	569,326	569,326	569,326	569,326	569,326	569,326
Michigan	611,182	569,144	569,144	569,144	569,144	569,144	569,144	569,144	569,144	569,144	569,144	569,144	569,144
Minnesota	3,252,369	248,369	254,486	253,086	267,023	267,023	268,052	268,052	274,822	275,461	275,461	275,461	275,461
Mississippi	8,703	675	675	675	675	675	675	675	675	675	675	675	675
Missouri	2,401,618	253,851	200,161	199,560	200,677	198,655	196,897	194,091	194,091	192,169	193,619	193,300	189,732
Montana	693,983	877	632,276	632,276	632,276	632,276	632,276	632,276	632,276	632,276	632,276	632,276	632,276
Nebraska I	1,472,288	122,739	125,115	120,993	116,152	118,213	119,211	120,211	122,211	122,211	122,211	122,211	122,211
Nevada	53,066	53,066	53,066	53,066	53,066	53,066	53,066	53,066	53,066	53,066	53,066	53,066	53,066
New Hampshire	224,610	13,633	13,633	13,633	13,633	13,633	14,449	15,830	17,705	20,692	22,091	24,745	25,380
New Jersey	335,506	341,053	343,651	340,017	333,420	323,388	321,207	320,388	320,388	322,949	323,112	322,491	322,224
New Mexico	21,011,418	1,718,665	1,727,273	20,208	31,771	34,174	35,344	35,231	36,887	36,344	37,023	38,172	38,172
North Dakota	1,422,774	118,784	121,977	121,977	121,977	121,977	121,977	121,977	121,977	121,977	121,977	121,977	121,977
Ohio	4,065,510	455,539	431,698	427,676	227,871	195,994	194,777	194,777	194,777	194,777	194,777	194,777	194,777
Oklahoma	2,535,329	212,326	218,667	223,242	163,707	65,054	65,054	65,054	1,019,656	1,029,400	1,043,930	1,068,044	1,083,531
Pennsylvania	10,963,758	62,818	85,055	83,877	83,877	83,877	83,877	83,877	83,877	83,877	83,877	83,877	83,877
Rhode Island	624,947	49,549	50,905	50,905	50,905	50,905	50,905	50,905	50,905	50,905	50,905	50,905	50,905
South Carolina	804,725	60,724	60,724	60,724	60,724	60,724	60,724	60,724	60,724	60,724	60,724	60,724	60,724
South Dakota	57,775	57,775	57,775	57,775	57,775	57,775	57,775	57,775	57,775	57,775	57,775	57,775	57,775
Tennessee	2,147,957	182,914	180,622	180,622	180,622	180,622	180,622	180,622	180,622	180,622	180,622	180,622	180,622
Texas	1,070,803	867	888	888	101,618	103,371	104,892	104,892	107,102	109,037	110,548	115,825	117,631
Utah	255,956	100,936	100,936	100,936	100,936	100,936	100,936	100,936	100,936	100,936	100,936	100,936	100,936
Vermont	200,355	108,839	108,839	108,839	108,839	108,839	108,839	108,839	108,839	108,839	108,839	108,839	108,839
Washington	309,324	168,074	168,074	168,074	168,074	168,074	168,074	168,074	168,074	168,074	168,074	168,074	168,074
West Virginia	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158	1,855,158
Wisconsin	6,156,607	45,907	45,907	45,907	45,907	45,907	45,907	45,907	45,907	45,907	45,907	45,907	45,907
Wyoming	26,205,159	18,153	18,153	18,153	18,153	18,153	18,153	18,153	18,153	18,153	18,153	18,153	18,153

¹ Includes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to dependent children (mothers' pensions) under State law without Federal participation.

² Does not include mothers' pensions administered under State law without Federal participation.

³ Data for Alaska not available.

Changes in Policies and Procedures

Administrative policies and procedures regarding eligibility for general relief are closely related to, and often dependent upon, the adequacy of State and/or local funds for the program. In the District of Columbia, Ohio, and West Virginia, the policy of giving relief only to unemployable persons was inaugurated when funds were limited. Early in 1939 a policy was established in the State of Washington to exclude all employable persons from eligibility to receive relief; part of the sharp decrease from February to April 1939 in the number of cases receiving general relief in this State was attributable to this new policy.

Table 20.—Aid to dependent children: Families receiving aid, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	Februa-	March	April	May	June	July	August	Septem-	October	Novem-	Decem-
Total	122,792	131,649	131,855	144,030	148,558	156,157	157,614	147,868	140,253	153,917	157,800	160,251
Alabama	5,938	6,107	4,456	5,136	4,950	4,911	5,482	5,672	5,322	5,265	5,269	5,316
Arizona	70	70	70	70	70	465	571	648	686	719	829	953
Arkansas	1,143	1,150	1,088	1,265	1,430	2,301	2,560	2,761	2,973	3,203	3,585	4,044
California	8,850	8,877	8,687	9,028	9,044	9,102	8,259	8,343	8,537	8,510	8,513	8,875
Colorado	376	378	373	783	867	907	1,445	1,738	1,894	1,996	2,091	2,252
Connecticut	1,311	1,295	1,297	1,290	1,292	1,329	1,320	1,389	1,345	1,312	1,347	1,440
Delaware	532	351	345	361	550	548	518	375	384	387	391	395
District of Columbia	198	1,867	1,615	1,583	1,591	1,533	1,559	1,575	1,452	1,378	1,335	1,317
Florida	2,488	2,861	2,278	2,142	2,080	1,506	1,338	1,502	1,694	2,183	2,265	2,282
Idaho	250	545	819	1,125	1,465	1,390	1,430	1,458	1,514	1,532	1,561	1,609
Illinois	8,000	7,900	7,700	7,600	7,500	7,400	7,200	6,900	6,400	6,200	6,100	6,000
Indiana	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,293	2,078
Iowa	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900
Kansas	194	194	194	194	194	194	194	194	194	194	194	194
Kentucky	250	240	240	240	250	250	250	250	250	250	250	250
Louisiana	49	49	49	49	49	49	49	4,023	4,107	4,240	4,385	4,683
Maine	957	996	1,060	1,109	1,166	1,185	1,198	1,205	1,212	1,209	1,232	1,255
Maryland	4,912	5,271	5,415	5,548	5,494	5,422	4,880	4,877	4,956	4,933	4,982	5,022
Massachusetts	4,522	4,860	4,575	4,603	4,619	4,724	4,765	4,787	4,853	4,944	4,987	5,022
Michigan	9,100	9,100	9,100	9,100	9,100	9,100	9,100	9,100	9,100	9,100	9,100	9,100
Minnesota	4,558	4,428	4,479	4,564	4,604	4,618	4,857	4,857	4,857	4,857	4,857	4,857
Mississippi	1,050	1,214	812	86	86	86	86	86	86	86	86	86
Missouri	281	280	277	284	279	281	280	278	287	290	521	552
Montana	930	930	930	930	930	930	850	850	860	850	850	850
Nebraska	1,300	1,300	1,300	199	781	1,406	1,836	2,155	2,431	2,619	2,701	2,834
Nevada	152	132	132	132	152	152	152	152	152	152	152	152
New Hampshire	283	320	326	325	334	346	345	356	348	346	341	341
New Jersey	10,000	10,000	10,000	9,899	10,044	10,237	10,367	10,413	10,500	10,502	10,513	10,602
New Mexico	300	300	300	300	300	300	300	300	300	300	300	300
New York	24,371	24,421	24,540	24,559	24,691	24,727	24,805	24,856	24,772	24,856	24,894	24,818
North Carolina	500	500	500	500	500	500	500	500	508	531	516	517
Ohio	8,700	8,700	8,700	8,900	9,000	9,000	8,693	8,918	9,225	9,663	9,758	9,769
Oklahoma	264	245	369	11,799	14,225	15,511	15,832	14,141	4,0	10,328	10,475	9,837
Oregon	1,109	1,115	1,151	1,129	1,151	1,155	1,158	1,153	1,150	1,130	1,140	1,171
Pennsylvania	8,440	8,559	8,594	8,643	8,662	8,651	8,651	8,669	8,634	8,561	9,254	9,530
Rhode Island	555	556	551	540	548	570	584	596	602	601	598	598
South Dakota	1,757	1,752	1,766	1,776	1,773	1,783	1,745	1,736	1,740	1,757	1,720	1,746
Tennessee	247	251	250	249	245	248	257	278	258	256	248	248
Texas	285	290	289	288	290	290	313	312	311	309	314	307
Utah	761	626	1,551	1,526	1,579	1,901	1,864	1,744	1,705	1,710	1,753	1,771
Vermont	262	260	261	263	267	291	317	323	339	343	344	348
Virginia	119	119	119	119	119	119	119	119	119	119	119	119
Washington	2,167	3,462	3,584	3,593	3,959	4,370	4,578	4,802	4,999	5,063	5,052	5,018
West Virginia	6,888	7,147	7,419	7,681	7,891	8,046	8,153	8,249	8,305	8,403	8,528	8,627
Wisconsin	100	269	348	432	501	535	551	565	569	577	594	594

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. States not listed did not administer an aid to dependent children program during 1936, except Alaska for which data are not available.

Development of Programs

The curve for general relief cases in Virginia illustrates the effect of the inauguration in September 1938 of programs for old-age assistance and aid to the blind under plans approved by the Social Security Board; prior to approval of such plans Virginia had no program for aid to the needy aged or blind, and any such individuals receiving assistance were aided under the general relief program. General relief in this State decreased sharply from August 1938 as cases were transferred to the programs for the special types of public assistance. Transfers from the general relief to the old-age assistance program were made

² Does not include mothers' pensions administered under State law without Federal participation.

³ Federal funds available but no payments made.

⁴ Federal funds not available and no payments made under State law without Federal participation.

in Washington between April 1937 and 1938, but the effect of these transfers is not apparent in the curve for the State shown in chart 8.

Circumstances Affecting Employment

In two of the States included in chart 8 (Michigan and Washington) the trend in the number of cases receiving general relief was influenced by strikes in the principal industries of the State. In Michigan, part of the increase in cases receiving general relief during the last months of 1939 resulted from the strike in the automobile in-

dustry; the effect of the strike on the general relief program was alleviated, however, by an increase in WPA employment and by an improvement in general industrial employment outside the automobile industry. In Washington, the rise in the number of cases from July through October 1937 was attributable partly to labor difficulties in the lumber industry and partly to the usual seasonal decrease in employment and the inability of the WPA program to absorb employable persons as rapidly as they became unemployed in private industry. Unemployment benefits were not payable in Washington until January 1939.

Table 21.—Aid to dependent children: Families receiving aid, by States and by months, 1937¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	Septem- ber	October	Novem- ber	Decem- ber
Total...	166,179	170,838	177,664	182,641	188,924	193,128	196,337	204,140	210,250	216,322	220,636	228,696
Alabama...	5,364	5,359	5,282	5,011	4,842	4,827	4,779	4,759	4,695	4,815	4,861	5,120
Arizona...	1,095	934	850	1,009	1,115	1,184	1,255	1,281	1,307	1,359	1,386	1,413
Arkansas...	4,351	4,473	4,503	4,895	5,079	5,251	4,799	5,172	5,101	4,912	4,875	4,882
California...	9,019	9,056	9,170	9,343	9,529	9,753	9,861	9,931	10,066	10,421	10,656	10,892
Colorado...	2,681	2,954	3,149	3,192	3,255	3,203	3,231	3,271	3,261	3,257	3,258	3,294
Connecticut...	1,309	1,300	1,297	1,300	1,300	1,348	1,300	1,300	1,300	1,300	1,300	1,500
Delaware...	398	398	398	388	403	409	423	426	438	438	450	459
District of Columbia...	1,275	1,234	1,234	1,250	1,228	1,223	1,224	1,224	1,213	1,204	1,200	1,233
Florida...	2,801	2,837	2,838	1,940	1,745	1,888	1,892	1,867	1,693	2,229	1,616	2,270
Georgia...							402	986	1,451	1,987	2,521	2,929
Hawaii...							697	751	738	790	830	842
Idaho...	2,040	2,233	2,348	2,400	2,212	2,263	2,237	2,260	2,252	2,242	2,257	2,310
Illinois...	6,500	6,400	6,500	6,600	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500
Indiana...	2,830	3,808	5,042	6,341	7,420	8,211	8,981	9,706	10,171	10,623	11,062	11,624
Iowa...	2,899	2,869	2,906	2,925	2,937	2,931	3,072	3,074	3,067	3,070	2,923	3,101
Kansas...	154	194	194	194	194	194	194	194	194	1,304	1,827	2,204
Kentucky...	220	230	230	250	250	250	250	250	250	220	210	210
Louisiana...	5,593	5,782	6,036	6,328	6,678	6,737	7,032	7,573	7,718	7,932	7,771	7,857
Maine...	1,277	1,271	1,284	1,299	1,274	1,265	1,266	1,203	1,234	1,226	1,256	1,279
Maryland...	5,137	5,145	5,129	5,522	5,578	5,700	5,843	5,927	6,031	6,087	6,165	6,347
Massachusetts...	5,095	5,344	5,555	5,798	6,985	6,238	6,401	6,580	6,737	6,979	7,144	7,366
Michigan ² ...	9,387	10,245	10,869	11,112	11,179	10,973	10,884	11,066	11,147	11,227	11,214	11,547
Minnesota...	4,857	4,887	4,887	4,867	4,857	4,867	4,982	5,056	4,904	4,725	4,446	4,498
Mississippi...	86	86	86	86	86	86	86	86	86	86	86	86
Missouri...	551	554	569	561	559	548	520	516	515	511	509	528
Montana...	850	850	1,172	845	902	995	1,090	1,185	1,327	1,406	1,531	1,606
Nebraska ³ ...	3,092	3,369	3,778	3,673	4,044	4,222	4,153	4,185	4,192	4,142	3,936	3,952
Nevada...	153	150	130	130	125	125	125	124	122	120	120	120
New Hampshire...	341	339	335	334	334	334	329	331	352	353	356	357
New Jersey...	10,618	10,659	10,663	10,710	10,804	10,745	10,753	10,759	10,714	10,709	10,778	10,876
New Mexico...	829	883	970	992	1,029	1,042	1,063	1,094	1,137	1,153	1,182	1,321
New York...	24,637	24,637	24,790	24,885	24,959	25,315	25,570	25,667	25,693	25,989	26,157	26,462
North Carolina...	524	516	518	518	583	583	530	530	513	529	524	4,043
North Dakota...							♦	♦	♦	55	189	250
Ohio...	9,631	9,558	9,668	9,656	9,670	9,612	9,654	9,809	9,900	10,032	10,220	10,447
Oklahoma...	9,718	10,135	10,687	10,996	11,488	11,816	12,127	12,372	12,719	12,898	13,303	13,834
Oregon...	1,177	1,189	1,196	1,219	1,199	867	720	790	859	908	965	1,010
Pennsylvania...	10,064	10,647	11,687	12,825	14,147	15,330	15,743	16,094	16,332	16,531	16,725	16,985
Rhode Island...	613	625	644	679	722	755	758	786	825	855	859	856
South Carolina...							141	425	787	1,220	1,220	1,619
South Dakota...	1,923	2,026	2,035	2,004	1,866	1,823	1,825	1,856	1,883	1,796	1,761	1,766
Tennessee...	254	251	258	256	259	255	306	2,382	3,853	4,896	5,860	6,692
Texas...	295	296	289	290	288	278	270	262	251	247	238	221
Utah...	1,534	1,986	2,092	2,148	2,203	2,246	2,283	2,350	2,384	2,424	2,472	2,514
Vermont...	358	358	379	382	386	388	380	376	366	361	348	336
Virginia...	119	119	119	119	119	119	119	119	119	119	119	119
Washington...	5,582	5,818	6,105	5,917	6,507	6,577	6,485	6,342	6,236	6,245	6,390	6,455
West Virginia...	205	247	1,355	2,143	2,797	3,526	3,949	4,541	4,661	4,976	5,122	5,290
Wisconsin...	8,717	8,834	8,904	9,031	9,046	9,022	9,076	9,151	9,190	9,263	9,355	9,589
Wyoming...	617	652	674	688	686	684	680	667	647	633	605	603

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Does not include mothers' pensions administered under State law without Federal participation.

³ Federal funds available but no payments made under plan approved by the Social Security Board.

⁴ Federal funds available but no payments made.

Analysis of Payments for Special Types of Public Assistance

The variation among the States in levels of assistance payments to recipients of old-age assistance, aid to dependent children, and aid to the blind has been the subject of much discussion relative to the adequacy and possible revision of present provisions of titles I, IV, and X of the Social Security Act.¹⁵ The extent of variation in the levels of payments in the States may be measured roughly by average payments per

recipient. Such measures are inadequate, however, because they conceal the wide range of payments underlying the State averages. No data on average payments to recipients of the special types of public assistance are presented in this summary.¹⁶ A more comprehensive presentation of payments is given in charts 9 and 10, which show the range, interquartile range, and median amount of the first monthly payments to recipients accepted for old-age assistance and aid to dependent children during the fiscal year 1938-39. The number of recipients accepted for aid to the blind

¹⁵ See *Proposed Changes in the Social Security Act*, a report of the Social Security Board, H. Doc. 110, 76th Cong., 1st sess., p. 21.

¹⁶ Such data are published monthly in the *Social Security Bulletin*.

Table 22.—Aid to dependent children: Families receiving aid, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	234,791	241,550	247,686	252,893	256,566	259,372	260,542	266,099	269,080	271,667	275,376	280,645
Alabama.....	5,208	5,236	5,345	5,356	5,337	5,384	5,664	5,693	5,727	5,462	5,516	5,573
Arizona.....	1,440	1,484	1,551	1,647	1,703	1,761	1,846	1,866	1,882	1,925	2,010	
Arkansas.....	4,802	4,680	4,585	4,527	4,457	4,405	4,435	4,300	4,242	4,152	4,051	4,011
California.....	11,002	11,406	11,753	12,061	12,322	12,559	12,514	12,502	12,416	12,538	12,813	
Colorado.....	3,353	3,414	3,444	3,517	3,603	3,678	3,681	3,688	3,698	3,778	3,828	3,883
Connecticut.....	1,595	1,550	1,551	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550
Delaware.....	457	465	507	523	524	520	497	493	480	472	466	471
District of Columbia.....	1,258	1,272	1,262	1,234	1,203	1,184	1,100	1,111	1,096	1,082	1,056	1,043
Florida.....	2,285	2,291	2,146	2,108	1,978	1,964	1,406	1,309	1,657	1,995	2,041	
Georgia.....	3,187	3,448	3,726	3,816	3,917	4,011	4,261	4,370	4,446	4,504	4,545	4,582
Hawaii.....	873	879	889	880	913	892	894	868	863	860	915	941
Idaho.....	2,351	2,385	2,425	2,441	2,474	2,501	2,539	2,574	2,611	2,684	2,654	
Illinois.....	7,500	7,500	7,505	7,600	7,500	7,500	7,600	7,600	7,600	7,600	7,600	
Indiana.....	12,988	12,520	12,938	13,288	13,605	13,904	14,188	14,399	14,625	14,753	14,972	15,218
Iowa.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	
Kansas.....	3,259	3,548	3,763	3,902	4,131	4,124	4,174	4,233	4,350	4,444	4,542	4,655
Kentucky.....	917	924	829	267	262	216	244	257	251	228	254	267
Louisiana.....	8,124	8,326	8,531	8,697	8,814	8,931	8,918	8,992	8,996	9,161	9,364	9,745
Maine.....	1,298	1,327	1,351	1,377	1,393	1,374	1,347	1,354	1,327	1,321	1,325	1,327
Maryland.....	6,379	6,853	7,123	7,245	7,284	7,201	7,256	7,290	7,367	7,419	7,499	7,692
Massachusetts.....	7,502	7,704	7,947	8,241	8,437	8,641	8,794	8,888	9,016	9,102	9,242	9,407
Michigan ¹	12,104	12,512	12,354	12,083	11,969	12,154	12,364	12,255	12,060	12,111	12,292	
Minnesota.....	4,716	4,901	5,169	5,366	5,541	5,682	5,820	5,677	6,121	6,315	6,716	
Mississippi.....	88	88	88	88	88	88	88	88	88	88	88	
Missouri.....	98	423	1,091	2,222	3,017	3,808	4,486	5,011	5,790	6,528	7,240	7,792
Montana.....	1,718	1,763	1,832	1,890	1,940	1,971	2,005	2,008	2,029	2,059	2,071	2,091
Nebraska ²	4,050	4,110	4,250	4,293	4,319	4,369	4,360	4,359	4,378	4,439	4,490	4,561
Nevada.....	116	114	112	110	109	109	102	114	119	126	121	124
New Hampshire.....	361	361	359	356	355	358	353	350	344	344	344	343
New Jersey.....	10,901	11,025	11,153	11,238	11,342	11,421	10,701	10,692	10,746	10,579	11,077	11,242
New Mexico.....	1,370	1,395	1,415	1,424	1,419	1,437	1,461	1,478	1,469	1,454	1,435	1,503
New York.....	26,775	27,079	27,317	27,603	27,819	27,971	28,185	32,370	33,454	33,984	34,540	34,645
North Carolina.....	4,536	5,268	6,017	6,634	7,030	7,371	7,240	7,308	7,402	7,471	7,624	7,719
North Dakota.....	432	577	684	767	830	909	981	1,042	1,094	1,141	1,189	1,245
Ohio.....	10,587	10,685	10,787	10,834	10,879	10,900	10,900	10,884	10,823	10,794	10,762	10,879
Oklahoma.....	14,121	14,393	14,482	14,616	14,583	14,438	14,304	14,524	14,743	14,796	14,860	14,947
Oregon.....	1,035	1,088	1,143	1,254	1,351	1,413	1,425	1,433	1,460	1,497	1,534	1,558
Pennsylvania.....	17,298	17,412	17,633	17,714	17,896	17,905	17,962	17,656	17,460	17,215	17,175	18,290
Rhode Island.....	854	846	846	864	892	921	927	950	981	1,004	1,020	1,041
South Carolina.....	1,875	2,446	2,822	3,133	3,449	3,749	3,744	3,756	3,670	3,816	3,860	4,083
South Dakota.....	1,958	1,981	1,992	1,977	1,940	1,984	1,885	1,813	1,800	1,803	1,821	1,988
Tennessee.....	7,227	8,238	8,877	9,452	9,892	10,291	10,238	10,181	10,116	10,038	9,976	9,939
Texas.....	149	146	143	143	141	140	136	135	132	128	126	121
Utah.....	2,559	2,625	2,744	2,768	2,754	2,799	2,778	2,794	2,831	2,886	2,929	2,935
Vermont.....	328	320	325	327	329	335	336	337	342	344	349	363
Virginia.....	119	119	119	119	119	119	119	119	120	120	120	122
Washington.....	6,471	6,411	6,494	6,483	6,102	5,967	5,942	5,876	5,846	5,803	5,830	5,788
West Virginia.....	5,416	5,510	5,566	5,618	5,690	5,681	5,677	5,711	5,718	5,776	5,850	5,939
Wisconsin.....	9,699	9,791	9,900	9,954	10,031	10,099	10,164	10,209	10,283	10,370	10,526	10,701
Wyoming.....	397	596	601	595	597	601	598	592	575	569	565	585

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

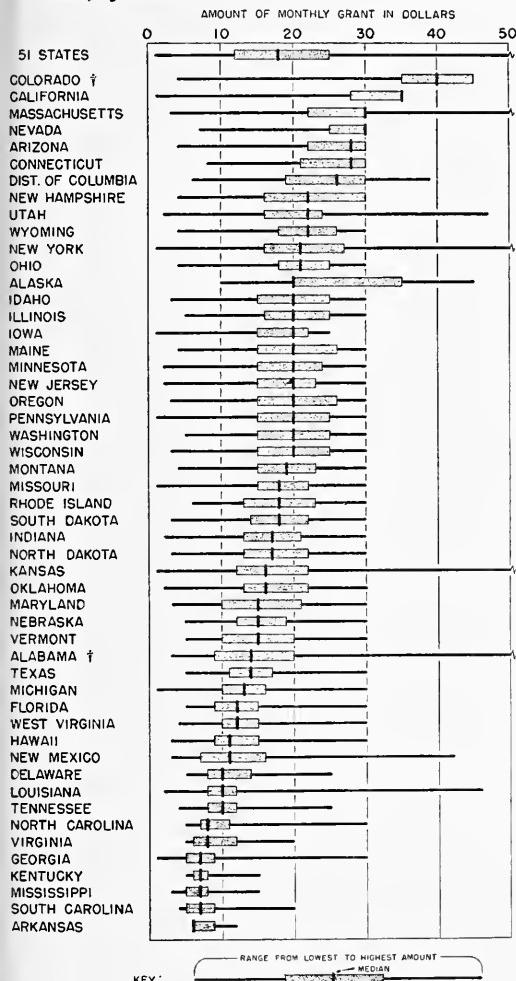
³ Does not include mothers' pensions administered under State law without Federal participation.

in many States was too small for significant presentation of similar data.

The charts are based on data for recipients accepted for assistance, reported annually to the Social Security Board by States with approved plans for these types of assistance.¹⁷ During the

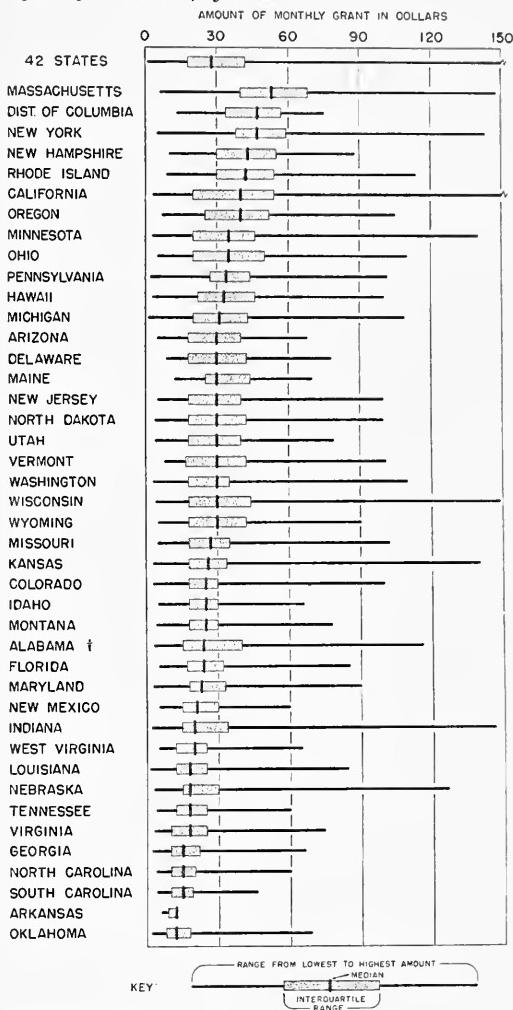
¹⁷ These data are published by the Social Security Board, Bureau of Research and Statistics, in Bureau Memorandum No. 42, *Social Data on Recipients of Public Assistance Accepted in 1938-39*. Pt. I.—Old-Age Assistance; Pt. II.—Aid to Dependent Children; Pt. III.—Aid to the Blind.

Chart 9.—Old-age assistance: Range, interquartile range, and median amount of first monthly payment to recipients accepted for assistance during fiscal year 1938-39, by States



[†]Amount approved, which in most instances was larger than amount of first monthly payment.

Chart 10.—Aid to dependent children: Range, interquartile range, and median amount of first monthly payment to families accepted for assistance during fiscal year 1938-39, by States



[†]Amount approved, which in most instances was larger than amount of first monthly payment.

fiscal year 1938-39 in these States, 377,000 recipients were accepted for old-age assistance and 112,000 families for aid to dependent children. For old-age assistance, the aggregate number of recipients accepted bore a ratio of about 1:5 to the total case load as of June 30, 1939; for aid to dependent children the ratio was nearly 2:5.

The method of presenting the data in charts 9 and 10 is explained in the chart keys. The total

length of the bar for each State shows the range from the lowest amount of first monthly payment to the highest; the vertical line represents the median; and the wider shaded portion, the interquartile range in payments.¹⁸ At least one-half of all recipients accepted in each State during the fiscal year received amounts falling within the interquartile range for the State. One-fourth of all recipients accepted received amounts equal to

¹⁸ The data presented for all States except Alabama and Colorado are the amounts of first monthly payment. Data for Alabama on old-age assistance and aid to dependent children, and for Colorado on old-age assistance, are amounts approved, which in most instances are larger than the amounts of first payment.

or less than the least amount falling within the range, and the same number received amounts equal to or greater than the largest amount within the interquartile range.

The variations among the States in the amount of monthly payments and the limitations of a median or an average as a measure of all payments are evident upon examination of the charts. Several factors influence the variation and range in payments to recipients of old-age assistance and aid to dependent children. Among these factors are the provisions of Federal and State legislation for the programs, the adequacy of

Table 23.—*Aid to dependent children: Families receiving aid, by States and by months, 1939*¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	288,311	296,751	298,893	296,654	300,630	311,780	313,317	313,574	314,312	314,691	314,643	316,366
Alabama.....	5,529	5,592	5,593	5,569	5,541	5,519	5,543	5,536	5,480	5,410	5,483	5,444
Arizona.....	2,145	2,299	2,370	2,489	2,481	2,500	2,507	2,507	2,517	2,512	2,495	2,476
Arkansas.....	3,089	3,958	3,953	3,946	3,958	3,958	4,052	4,070	4,044	4,040	4,018	4,012
California.....	12,928	13,131	13,251	13,451	13,571	13,756	13,817	13,867	13,955	14,024	14,195	14,336
Colorado.....	4,247	4,873	4,671	4,745	4,811	4,833	4,882	4,916	4,865	4,868	4,951	5,033
Connecticut.....	1,550	1,550	1,550	1,403	1,421	1,426	1,426	1,419	1,422	1,439	1,456	1,440
Delaware.....	469	475	481	486	497	495	493	494	500	493	494	500
District of Columbia.....	1,032	1,012	976	953	936	968	955	946	927	921	906	910
Florida ²	2,350	2,637	3,037	3,591	4,128	3,936	3,504	3,462	3,634	3,840	4,027	4,036
Georgia.....	4,606	4,679	4,699	4,710	3,745	3,733	3,706	3,674	3,652	3,629	3,593	3,562
Hawaii.....	942	967	979	989	995	1,005	994	862	854	916	932	979
Idaho.....	2,692	2,687	2,673	2,663	2,673	2,646	2,645	2,651	2,633	2,640	2,649	2,699
Illinois.....	7,500	7,500	7,500	7,500	7,600	7,600	7,500	7,500	7,500	7,500	7,500	7,500
Indiana.....	15,469	15,691	16,016	16,253	16,528	16,721	16,872	16,921	16,957	17,017	17,013	17,083
Iowa.....	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000
Kansas.....	4,827	5,414	5,749	5,901	6,935	5,966	5,944	5,954	5,966	5,991	6,057	6,114
Kentucky.....	259	259	254	254	252	254	253	249	246	241	243	245
Louisiana.....	10,078	10,280	10,466	10,705	10,819	10,952	11,076	11,127	11,179	11,191	11,202	11,796
Maine.....	1,325	1,324	1,326	1,327	1,329	1,328	1,360	1,403	1,430	1,433	1,430	1,426
Maryland.....	7,806	7,937	7,994	7,922	7,835	7,652	7,444	7,401	7,336	7,249	7,230	7,263
Massachusetts.....	9,659	9,801	9,943	10,097	10,344	10,438	10,504	10,585	10,622	10,805	11,048	11,178
Michigan ¹	12,601	13,238	13,549	13,602	13,690	14,329	14,512	14,407	14,332	14,054	13,601	13,267
Minnesota.....	6,044	7,085	7,341	7,477	7,558	7,656	7,789	7,874	7,962	8,031	8,112	8,233
Mississippi.....	194	194	194	194	194	194	194	194	194	194	194	194
Missouri.....	8,407	8,926	8,244	10,339	10,310	10,167	10,555	9,973	9,971	10,034	9,919	9,820
Montana.....	2,136	2,189	2,238	2,245	2,176	2,165	2,170	2,164	2,173	2,153	2,171	2,269
Nebraska ²	4,603	4,828	4,821	4,818	4,892	4,931	4,991	5,024	5,029	5,092	5,123	5,209
Nevada.....	127	117	111	115	140	134	135	155	155	155	155	155
New Hampshire.....	341	336	331	363	387	435	476	519	545	577	597	594
New Jersey.....	11,298	11,444	11,500	11,350	11,164	10,886	10,784	10,778	10,848	10,816	10,798	10,761
New Mexico.....	1,511	1,550	1,576	1,621	1,666	1,653	1,716	1,671	1,690	1,721	1,745	1,784
New York.....	35,188	35,493	35,820	36,137	36,267	36,420	36,641	36,521	36,590	36,887	36,498	36,375
North Carolina.....	7,760	7,913	8,000	8,075	8,139	8,157	8,132	8,129	8,078	8,072	8,063	8,128
North Dakota.....	1,887	1,997	2,023	2,045	2,064	2,084	2,079	2,078	2,090	2,162	2,226	2,258
Ohio.....	10,902	10,912	10,878	10,769	10,729	10,577	10,403	10,351	10,280	10,187	10,111	10,073
Oklahoma.....	15,066	15,412	15,680	15,951	16,751	16,570	17,137	17,205	17,323	17,360	17,426	17,416
Oregon.....	1,602	1,593	1,623	1,646	1,683	1,751	1,794	1,824	1,863	1,882	1,884	1,901
Pennsylvania.....	20,601	23,802	22,868	15,713	18,210	28,462	29,073	29,411	29,811	29,935	29,734	30,245
Rhode Island.....	1,053	1,057	1,069	1,089	1,121	1,140	1,150	1,154	1,155	1,149	1,161	1,166
South Carolina.....	4,175	4,210	4,168	4,382	4,488	4,769	4,707	4,604	4,392	4,088	3,913	3,855
South Dakota.....	2,170	2,199	2,203	2,185	1,907	1,899	1,799	1,729	1,687	1,714	1,686	1,690
Tennessee.....	9,905	9,843	9,786	9,722	9,673	9,590	9,728	9,765	9,798	9,785	9,725	9,663
Texas.....	112	113	110	115	114	119	116	112	112	109	109	110
Utah.....	2,965	3,029	3,075	3,128	3,168	3,190	3,239	3,265	3,291	3,283	3,282	3,314
Vermont.....	404	427	437	456	479	474	459	461	464	472	471	483
Virginia.....	838	866	898	947	990	1,041	1,191	1,275	1,345	1,440	1,574	1,794
Washington.....	5,808	5,742	5,733	5,592	5,407	5,195	5,026	4,874	4,801	4,776	4,775	4,799
West Virginia.....	6,059	6,397	6,567	6,765	6,960	7,162	7,254	7,336	7,314	7,338	7,245	7,239
Wisconsin.....	10,884	11,058	11,168	11,293	11,390	11,425	11,486	11,588	11,711	11,764	11,841	11,942
Wyoming.....	608	626	650	670	694	708	698	699	700	712	724	717

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

State and local appropriations, and variations in State administrative policies and procedures.¹⁹

Effect of Federal and State Maximums

The effect of provisions of Federal and State legislation for old-age assistance and aid to the blind is immediately apparent in the range of payments within the States; their effect on payments for aid to dependent children is less im-

¹⁹ Data on provisions of approved State plans are contained in Social Security Board Publications Nos. 16, 17, and 18, *Characteristics of State Plans for Old-Age Assistance, . . . Aid to the Blind, and . . . Aid to Dependent Children*, revised as of Oct. 1, 1939.

mediately evident but nevertheless important.²⁰ During 1938-39 the Federal Government contributed under the Social Security Act one-half of all direct assistance payments to recipients of old-age assistance and aid to the blind up to a maximum individual payment of \$30 per month from Federal, State, and local funds.²¹ During the

²⁰ A more detailed discussion of the effect of Federal maximums on payments for aid to dependent children is presented in Lynch, John M., "The Influence of Federal and State Maximums on Grants Approved for Aid to Dependent Children in 1937-38," *Social Security Bulletin*, Vol. 2, No. 8 (August 1939), pp. 7-14.

²¹ This maximum was increased to \$40 by an amendment approved Aug. 10, 1939, effective Jan. 1, 1940.

Table 24.—*Aid to dependent children: Children aided, by States and by months, 1936*¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	Februa-	March	April	May	June	July	August	Septem-	October	Novem-	Decem-
Total	304,378	327,771	327,552	349,626	360,017	381,734	388,205	361,916	346,117	379,076	389,120	401,358
Alabama	16,718	17,204	12,409	14,465	14,322	13,949	15,698	16,359	15,734	15,526	15,521	15,672
Arizona	170	170	170	170	170	1,505	1,780	2,061	2,154	2,259	2,547	2,836
Arkansas	3,172	3,135	2,898	3,560	4,051	6,516	7,249	7,820	8,359	9,154	9,911	11,200
California	20,786	20,417	20,670	20,765	20,801	20,955	19,103	19,483	19,899	19,950	20,199	21,076
Colorado	978	985	970	2,370	2,350	2,736	3,895	4,708	5,103	5,372	5,589	5,995
Connecticut	3,569	3,506	3,298	3,265	3,255	3,328	3,326	3,395	3,367	3,323	3,346	3,321
Delaware	841	846	823	845	841	859	870	909	935	945	952	968
District of Columbia	655	4,678	4,217	4,197	4,232	4,199	4,204	4,224	3,994	3,793	3,705	3,655
Florida	6,469	6,146	6,925	6,555	6,075	5,765	5,532	5,585	5,184	5,676	5,682	5,705
Idaho	660	1,486	2,174	2,929	3,554	3,568	3,684	3,790	3,945	3,997	4,048	4,163
Illinois	19,200	19,000	18,600	18,200	18,000	17,800	17,800	16,600	15,400	14,900	14,600	14,400
Indiana	9,900	9,900	5,500	3,900	3,900	3,900	3,900	3,900	3,900	3,814	3,621	5,661
Iowa	7,309	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300
Kansas	504	604	604	604	604	604	604	604	604	604	604	604
Kentucky	710	770	770	770	770	740	740	740	740	740	740	700
Louisiana	147	147	147	147	147	147	147	147	147	147	147	147
Maine	2,562	2,686	2,555	3,052	3,225	3,308	3,320	3,297	3,299	3,297	3,372	3,373
Maryland	14,003	14,603	15,000	15,307	15,493	15,227	15,751	15,771	14,041	13,971	14,122	14,122
Massachusetts	15,276	15,489	16,055	12,730	12,794	13,117	13,215	13,285	13,453	13,581	13,705	13,829
Michigan	23,700	23,700	23,700	23,700	23,700	23,700	23,700	23,700	23,924	23,16,483	23,16,483	23,19,245
Minnesota	11,271	11,688	11,705	11,916	12,088	12,056	12,680	12,680	12,680	12,680	12,680	12,680
Mississippi	3,002	3,553	2,468	2,115	2,115	2,115	2,115	2,115	2,115	2,115	2,115	2,115
Missouri	899	896	886	809	893	889	890	918	988	1,027	1,186	1,186
Montana	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400
Nebraska	3,100	3,100	3,100	3,233	1,000	3,553	4,604	5,407	6,107	6,554	6,766	7,010
Nevada	303	303	303	303	303	303	303	303	303	303	303	303
New Hampshire	822	950	957	946	972	907	985	1,000	975	990	981	977
New Jersey	26,000	26,000	26,000	22,732	23,019	23,479	23,775	23,855	24,064	24,024	23,981	24,154
New Mexico	26,000	26,000	26,000	22,732	23,019	23,479	23,775	23,855	24,064	24,024	22,170	2,202
New York	61,716	51,798	51,998	51,897	51,086	51,180	54,394	52,107	52,292	52,328	52,621	57,515
North Carolina	780	780	780	780	780	780	756	760	770	827	790	790
Ohio	21,000	21,000	21,000	22,000	22,000	21,792	22,353	23,197	24,423	25,089	25,343	25,343
Oklahoma	607	559	828	26,985	32,431	35,125	35,618	51,488	(1)	24,567	25,042	23,626
Oregon	2,333	2,354	2,397	2,400	2,407	2,458	2,458	2,426	2,429	2,439	2,445	2,501
Pennsylvania	21,944	22,291	22,314	22,185	22,521	22,493	22,493	22,628	22,537	22,231	23,982	24,662
Rhode Island	1,730	1,735	1,765	1,733	1,736	1,850	1,903	1,931	1,948	1,863	1,542	1,495
South Dakota	4,288	4,275	4,252	4,292	4,292	4,292	4,163	4,161	4,167	4,215	4,129	4,126
Tennessee	650	650	650	650	650	640	650	670	670	670	670	650
Texas	741	754	761	749	777	777	814	811	809	809	816	798
Utah	1,979	1,628	4,065	4,686	4,844	4,968	4,821	4,572	4,502	4,500	4,602	4,657
Vermont	574	586	580	579	590	645	707	708	740	746	748	759
Virginia	476	476	476	476	476	476	476	476	476	476	476	476
Washington	4,467	7,428	7,789	7,395	8,726	9,651	10,115	10,679	11,180	11,346	11,500	11,799
West Virginia	16,094	16,675	17,438	18,006	18,501	18,880	19,118	19,323	19,415	19,598	19,895	20,110
Wisconsin		252	715	888	1,074	1,251	1,316	1,356	1,413	1,425	1,433	1,482

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. States not listed did not administer an aid to dependent children program during 1936, except Alaska for which data are not available.

² Federal funds available but no payments made.

³ Does not include mothers' pensions administered under State law without Federal participation.

⁴ Federal funds not available and no payments made under State law without Federal participation.

same period the act provided for Federal participation in aid to dependent children equal to one-third²² of the amount of direct assistance payments up to a monthly maximum from Federal, State, and local funds of \$18 for the first child in each family and \$12 for each additional child in the same family. States may make payments in excess of the maximums toward which the Federal Government will contribute, but the excess of such payments must be supplied entirely from State or from State and local funds.

²² This proportion was increased to one-half by an amendment approved Aug. 10, 1939, effective Jan. 1, 1940.

For the period July 1938-June 1939, 51 jurisdictions administering old-age assistance under plans approved by the Social Security Board reported data on initial monthly payments to recipients accepted during the fiscal year. In 32 States the largest amount of first monthly payment for old-age assistance was \$30, the maximum toward which the Federal Government contributed; in 26 of these States a maximum monthly payment of \$30 from Federal, State, and local funds was stipulated in the State law. In 19 of the 51 jurisdictions the range in the first monthly payment was affected by the adequacy of State and

Table 25.—*Aid to dependent children: Children aided, by States and by months, 1937¹*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	410,846	421,404	436,684	450,238	461,016	475,305	483,860	504,509	520,415	536,117	547,248	567,733
Alabama.....	15,896	15,903	15,827	14,849	14,256	14,286	14,235	14,110	13,903	14,420	14,420	15,199
Arizona.....	3,253	2,889	2,646	3,029	3,331	3,514	3,714	3,802	3,817	4,039	4,079	4,184
Arkansas.....	12,084	12,396	12,465	13,396	13,788	14,240	13,013	14,106	13,797	13,314	13,200	13,167
California.....	21,330	21,424	21,787	22,199	22,617	23,107	23,351	23,443	24,463	25,664	26,447	27,050
Colorado.....	7,126	7,824	8,303	8,395	8,533	8,397	8,492	8,586	8,523	8,649	8,644	8,650
Connecticut.....	3,500	3,610	3,298	3,809	3,515	3,509	3,509	3,500	3,500	3,500	3,500	3,545
Delaware.....	724	955	973	952	987	955	1,034	1,028	1,053	1,000	1,056	1,074
District of Columbia.....	3,571	3,459	3,488	3,528	3,506	3,470	3,490	3,559	3,506	3,495	3,495	3,659
Florida.....	5,752	5,717	5,595	4,850	4,562	5,229	5,230	5,417	4,252	5,572	5,740	5,675
Georgia.....						1,203	2,861	4,136	5,605	7,108	8,282	
Hawaii.....						2,492	2,665	2,656	2,791	2,939	2,959	2,987
Idaho.....	4,908	5,308	5,567	5,688	5,313	5,424	5,379	5,406	5,373	5,382	5,394	5,476
Illinois.....	15,600	15,490	15,600	15,800	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana.....	7,555	9,954	12,429	15,145	17,328	18,898	20,355	21,777	22,708	23,551	24,376	25,437
Iowa.....	7,334	7,181	7,194	7,165	7,099	7,052	7,291	7,292	7,219	7,150	6,892	7,214
Kansas.....	504	504	504	504	504	504	504	504	504	500	5,700	6,929
Kentucky.....	700	740	740	740	740	740	740	740	709	670	670	670
Louisiana.....	16,743	17,115	17,853	18,597	19,545	19,520	20,374	21,942	22,359	22,688	22,512	22,763
Maine.....	3,453	3,437	3,439	3,489	3,427	3,393	3,333	3,168	3,251	3,244	3,346	3,405
Maryland.....	14,570	14,664	14,438	15,703	15,838	16,168	16,593	16,841	17,185	17,328	17,571	18,025
Massachusetts.....	13,827	14,388	14,719	15,589	15,994	16,532	16,802	17,146	17,498	17,974	18,205	18,655
Michigan ²	22,211	24,044	25,195	26,343	25,885	25,644	26,096	26,255	26,403	26,355	27,355	27,077
Minnesota.....	12,630	12,650	12,650	12,850	12,690	12,690	12,807	12,746	12,085	12,047	11,546	11,666
Mississippi.....	215	215	215	215	215	215	215	215	215	215	215	215
Missouri.....	1,123	1,153	1,149	1,155	1,149	1,114	1,924	1,011	1,002	1,778	1,743	1,705
Montana.....	2,800	2,200	2,545	2,065	2,166	2,424	2,627	2,831	3,156	3,377	3,652	3,848
Nebraska.....	7,499	8,068	8,966	8,753	9,727	10,235	10,029	10,072	10,017	9,864	9,339	9,394
Nevada.....	305	312	312	312	300	300	287	295	288	288	288	288
New Hampshire.....	973	963	956	946	949	944	935	934	999	999	997	998
New Jersey.....	24,134	24,177	24,188	24,249	24,282	24,287	24,346	24,310	24,195	24,192	24,276	24,477
New Mexico.....	2,391	2,580	2,518	2,900	3,000	3,042	3,135	3,229	3,355	3,404	3,484	3,901
New York.....	51,811	51,744	51,874	52,087	52,082	52,860	53,444	53,557	53,596	54,162	54,401	55,027
North Carolina.....	810	790	795	845	907	840	1,753	4,239	6,447	8,107	9,803	12,055
Ohio.....	25,283	25,276	25,885	26,006	26,256	26,207	26,377	26,751	27,033	27,169	27,578	28,048
Oklahoma.....	23,420	24,455	24,464	29,315	27,297	27,984	28,568	28,947	29,684	30,007	30,984	32,219
Oregon.....	2,501	2,499	2,643	2,565	2,504	1,839	1,605	1,789	1,967	2,084	2,219	2,310
Pennsylvania.....	26,158	27,605	30,100	33,143	36,615	39,752	40,808	41,534	41,998	42,265	42,583	43,041
Rhode Island.....	1,952	1,983	2,026	2,103	2,200	2,269	2,261	2,300	2,398	2,471	2,470	2,443
South Carolina.....								4,211	1,233	2,312	3,641	4,869
South Dakota.....	4,406	4,655	4,753	5,083	4,722	4,671	4,645	4,776	4,764	4,574	4,481	4,761
Tennessee.....	690	650	670	670	670	670	670	690	703	11,341	14,464	16,937
Texas.....	762	770	761	754	749	723	702	691	653	642	619	575
Utah.....	4,804	5,105	5,310	5,421	5,541	5,642	5,742	5,841	5,901	5,980	6,061	6,145
Vermont.....	780	782	825	837	848	851	834	824	796	797	773	752
Virginia.....	475	476	476	476	476	476	476	476	476	476	476	476
Washington.....	12,367	12,758	13,164	12,579	14,016	14,127	13,936	13,609	13,683	13,377	13,697	13,521
West Virginia.....	664	792	4,162	6,527	8,406	10,573	11,912	13,607	13,795	14,716	15,149	15,582
Wisconsin.....	20,260	20,471	20,601	20,809	20,789	20,792	21,009	21,281	21,409	21,573	21,883	22,331
Wyoming.....	1,549	1,623	1,666	1,699	1,689	1,688	1,684	1,642	1,608	1,580	1,508	1,508

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Does not include mothers' pensions administered under State law without Federal participation.

³ Federal funds available but no payments made under plan approved by the Social Security Board.

⁴ Federal funds available but no payments made.

local appropriations for old-age assistance and by State legislation specifying limitations either higher or lower than those in the Federal statute.

Data on payments to recipients accepted for aid to the blind during the fiscal year 1938-39 are available for 43 States.²³ In 29 of the 43 States no recipients accepted in the year received initial monthly payments in excess of \$30; laws in 20²⁴ of these States stipulated a maximum of \$30; in

²³ Including Pennsylvania, which did not have an approved plan for aid to the blind during the period.

²⁴ Arizona, Colorado, Florida, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Massachusetts, Montana, Nebraska, New Hampshire, North Carolina, Oregon, South Dakota, Vermont, Virginia, West Virginia, and Wisconsin.

3 States²⁵ the maximum monthly payment allowed under State law was less than the maximum toward which the Federal Government would have contributed during the period.

The effect of Federal and State legislation on payments for aid to dependent children is less immediately apparent than the effect of such legislation on payments for old-age assistance because provisions of the Federal statute and of most State laws for aid to dependent children are in terms of the maximum monthly payment per child, whereas the data presented in chart 10

²⁵ Mississippi, South Carolina, and Tennessee.

Table 26.—*Aid to dependent children: Children aided, by States and by months, 1938¹*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	581,150	597,559	612,603	624,793	633,141	641,133	643,565	653,827	662,054	667,011	674,938	687,857
Alabama.....	15,423	15,642	15,981	15,947	15,889	15,999	16,763	16,806	16,882	16,155	16,343	16,514
Arizona.....	4,222	4,367	4,566	4,836	5,036	5,144	5,265	5,513	5,545	5,587	6,732	5,945
Arkansas.....	12,675	12,616	12,352	12,264	12,111	11,954	11,805	11,858	11,718	11,570	11,230	11,034
California.....	27,236	25,243	29,072	29,783	30,479	30,896	30,995	30,940	30,745	30,970	31,364	31,692
Colorado.....	8,819	8,936	9,001	9,184	9,399	9,568	9,554	9,550	9,606	9,755	9,871	10,020
Connecticut.....	5,500	5,800	5,258	5,300	5,300	5,300	5,300	5,300	5,300	5,300	5,300	5,300
Delaware.....	1,061	1,082	1,182	1,218	1,221	1,217	1,161	1,155	1,126	1,102	1,090	1,098
District of Columbia.....	3,731	3,755	3,764	3,691	3,611	3,556	3,330	3,393	3,350	3,284	3,215	3,173
Florida.....	5,712	5,700	5,580	5,500	4,950	3,660	5,520	2,250	1,285	4,229	5,196	5,877
Georgia.....	9,008	9,639	10,278	10,546	10,716	10,959	11,600	11,371	12,038	12,163	12,199	12,313
Hawaii.....	3,021	3,034	3,038	3,146	3,243	3,146	3,134	3,082	3,052	3,046	3,227	3,361
Idaho.....	5,554	5,656	5,742	5,747	5,836	5,897	5,984	6,057	6,167	6,231	6,291	6,365
Illinois.....	17,000	17,000	17,280	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana.....	26,344	27,092	27,912	28,500	29,052	29,645	30,075	30,559	30,973	31,156	31,471	32,000
Iowa.....	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Kansas.....	8,086	8,752	9,244	9,549	9,836	10,004	10,103	10,208	10,467	10,648	10,874	11,165
Kentucky.....	657	673	683	807	795	776	770	750	736	730	813	825
Louisiana.....	23,536	24,120	24,711	25,196	25,141	25,499	24,847	24,714	26,090	26,097	26,605	28,034
Maine.....	3,470	3,549	3,586	3,649	3,702	3,654	3,576	3,527	3,483	3,456	3,475	3,465
Maryland.....	18,577	19,274	19,030	20,154	20,211	19,859	19,932	20,003	20,223	20,270	20,445	20,824
Massachusetts.....	18,979	19,408	19,884	20,525	20,898	21,342	21,702	21,867	22,135	22,270	22,501	22,925
Michigan ³	28,094	25,853	28,499	27,922	27,795	28,056	28,439	28,775	28,627	28,136	28,230	28,473
Minnesota.....	12,229	12,628	13,257	13,771	14,150	14,480	14,732	15,174	15,526	16,023	16,465	17,009
Mississippi.....	220	220	220	220	220	220	220	220	220	220	220	220
Missouri.....	314	1,246	2,983	5,937	8,026	9,936	11,629	12,842	14,594	16,254	17,869	19,063
Montana.....	4,102	4,177	4,340	4,459	4,567	4,661	4,727	4,739	4,760	4,823	4,838	4,901
Nebraska ³	9,557	9,687	10,044	10,082	10,120	10,157	10,183	10,174	10,142	10,244	10,347	10,463
Nevada.....	286	273	267	266	266	266	265	275	276	287	279	281
New Hampshire.....	1,006	1,012	1,000	987	985	989	972	961	932	928	923	916
New Jersey.....	24,486	24,698	24,936	25,049	25,257	25,387	24,047	24,034	24,222	24,467	24,838	25,164
New Mexico.....	4,027	4,087	4,129	4,155	4,133	4,204	4,239	4,255	4,243	4,204	4,135	4,346
New York.....	55,547	56,046	56,426	56,934	57,314	57,569	57,919	65,505	67,506	68,449	69,231	69,335
North Carolina.....	13,381	15,370	17,345	18,864	19,822	20,593	20,179	20,265	20,359	20,445	20,836	21,055
North Dakota.....	1,418	1,851	2,210	2,447	2,637	2,859	3,062	3,207	3,395	3,557	3,705	3,846
Ohio.....	28,346	28,528	28,797	29,064	29,328	31,144	31,396	31,384	31,161	31,082	30,897	31,172
Oklahoma.....	32,933	33,594	33,605	33,961	33,808	33,423	33,198	33,700	34,209	34,387	34,476	34,625
Oregon.....	2,362	2,476	2,572	2,833	3,179	3,179	3,185	3,188	3,241	3,316	3,387	3,444
Pennsylvania.....	43,625	43,662	45,983	44,018	44,264	44,197	44,264	45,263	42,846	42,196	42,180	43,876
Rhode Island.....	2,407	2,388	2,373	2,393	2,375	2,550	2,560	2,609	2,685	2,747	2,779	2,836
South Carolina.....	5,925	7,308	8,435	9,252	10,083	10,893	10,946	10,893	10,765	11,256	11,367	12,036
South Dakota.....	4,267	4,371	4,281	4,918	4,801	4,803	4,563	4,322	4,302	4,293	4,307	4,662
Tennessee.....	20,746	23,390	25,008	26,297	27,218	28,159	27,870	27,660	27,456	27,164	26,919	26,762
Texas.....	338	353	326	316	310	307	309	309	305	303	302	305
Utah.....	6,294	6,465	6,197	6,800	6,826	6,864	6,860	6,537	7,000	7,130	7,284	7,307
Vermont.....	7,149	7,166	7,014	1,024	1,046	1,041	1,041	1,055	1,055	1,058	1,105	1,105
Virginia.....	476	476	476	476	476	476	476	476	476	476	2,351	2,520
Washington.....	13,854	13,796	13,948	13,922	13,257	13,129	13,154	13,362	13,088	13,033	13,106	13,040
West Virginia.....	15,964	16,242	16,490	16,517	16,716	16,637	16,673	16,735	16,682	16,762	16,985	17,246
Wisconsin.....	22,620	22,781	23,074	23,152	23,326	23,383	23,583	23,693	24,170	24,407	24,779	25,108
Wyoming.....	1,476	1,474	1,476	1,462	1,459	1,481	1,477	1,464	1,430	1,444	1,444	1,479

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes children in families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

are based on monthly payments per family with no indication of the number of persons whose needs the payments are intended to cover.

For the fiscal year 1938-39, data on initial monthly payments to families accepted for aid are available for 42 States administering aid to dependent children under plans approved by the Social Security Board; 16 reported no payments in excess of the maximums toward which the Federal Government contributed. In 10²⁶ of these States the maximum payments allowed

²⁴ Arizona, Colorado, Florida, Idaho, Maryland, Missouri, Montana, Nebraska, North Carolina, and Wyoming.

under State law were the same as those specified in the Social Security Act; in 4²⁷ the State law specified no maximums; and in 2 States²⁸ the maximum monthly payments allowed under State legislation were less than those under the Federal statute.

Adequacy of Appropriations

Although the maximums stipulated in the Social Security Act and the maximums and minimums in State laws limit the range in monthly payments

²⁷ Arkansas, North Dakota, Oklahoma, and Washington.

²⁸ South Carolina and Tennessee.

Table 27.—*Aid to dependent children: Children aided, by States and by months, 1939*¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	703,806	720,364	723,745	717,590	724,974	751,283	753,975	754,196	755,698	755,627	756,523	760,885
Alabama	16,394	16,547	16,517	16,502	16,396	16,329	16,449	16,399	16,153	15,950	16,169	15,972
Arizona	6,262	6,580	6,794	7,116	7,041	6,753	6,822	6,829	6,600	6,821	6,843	6,842
Arkansas	10,903	10,808	10,847	10,751	10,787	10,797	11,038	11,106	10,979	10,945	10,958	10,882
California	31,955	32,566	32,928	33,447	33,521	34,183	34,328	34,363	34,491	34,481	34,774	35,146
Colorado	10,758	11,787	11,637	11,720	11,839	11,861	11,955	12,022	11,947	11,855	12,078	12,281
Connecticut	5,900	5,900	5,900	5,900	5,916	5,940	5,950	5,967	5,972	5,981	5,951	5,959
Delaware	1,692	1,116	1,142	1,157	1,179	1,172	1,157	1,170	1,215	1,216	1,233	1,265
District of Columbia	3,155	3,106	2,964	2,883	2,834	2,853	2,803	2,783	2,757	2,764	2,683	2,703
Florida	6,261	6,949	7,852	9,358	10,815	10,408	9,108	9,295	9,372	9,679	10,565	10,943
Georgia	12,322	12,488	12,477	12,454	12,218	10,055	9,913	9,808	9,725	9,615	9,493	9,393
Hawaii	3,358	3,433	3,471	3,461	3,475	3,511	3,506	3,040	3,024	3,193	3,293	3,393
Idaho	6,352	6,293	6,291	6,273	6,324	6,287	6,296	6,359	6,323	6,342	6,520	6,520
Illinois	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana	32,408	32,805	33,362	33,769	34,190	34,471	34,749	34,782	34,793	34,916	34,931	35,056
Iowa	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Kansas	11,490	12,593	13,193	13,480	13,522	13,519	13,465	13,499	13,521	13,524	13,605	13,780
Kentucky	894	839	817	811	814	829	819	806	796	774	779	780
Louisiana	29,243	29,566	30,304	30,592	30,864	31,213	31,582	31,642	31,761	31,858	32,028	32,720
Maine	3,450	3,423	3,408	3,387	3,377	3,406	3,487	3,615	3,663	3,661	3,640	3,612
Maryland	21,085	21,305	21,422	21,291	21,057	20,716	20,237	20,124	19,605	19,619	19,598	19,590
Massachusetts	23,426	23,681	23,988	24,232	24,687	24,822	24,948	25,119	26,638	27,681	28,230	28,559
Michigan	29,053	30,207	31,019	31,261	31,425	32,803	33,182	32,914	32,767	32,167	31,337	31,283
Minnesota	17,427	17,814	18,336	18,614	18,719	18,904	19,144	19,351	19,527	19,484	19,620	19,897
Mississippi	162	162	162	162	162	162	162	162	162	162	162	162
Missouri	20,426	20,085	19,962	24,586	24,359	24,621	23,754	23,456	23,424	23,517	23,199	23,006
Montana	5,611	5,095	5,196	5,067	5,078	5,043	5,090	5,099	5,093	5,101	5,101	5,276
Nebraska	16,688	10,915	16,919	16,792	16,983	11,667	11,265	11,377	11,391	11,503	11,554	11,743
Nevada	901	283	270	273	246	527	550	550	550	550	530	550
New Hampshire	907	891	863	957	1,051	1,145	1,243	1,345	1,419	1,523	1,578	1,553
New Jersey	25,137	25,295	25,305	24,982	24,625	23,943	23,712	23,762	23,797	23,748	23,689	23,646
New Mexico	4,355	4,468	4,534	4,684	4,831	4,809	4,989	4,847	4,930	5,033	5,116	5,208
New York	76,231	70,694	71,274	71,737	71,990	72,234	72,564	72,396	72,355	72,242	72,074	71,916
North Carolina	21,053	21,361	21,547	21,534	21,556	21,514	21,318	21,162	20,946	20,869	20,789	20,847
North Dakota	5,374	5,587	5,639	5,676	5,736	5,802	5,813	5,812	5,827	6,035	6,209	6,289
Ohio	31,188	31,201	31,069	30,794	30,753	36,335	29,885	29,659	29,323	28,779	28,514	28,313
Oklahoma	34,854	35,578	36,166	36,750	37,407	38,108	39,388	39,550	39,726	39,824	40,024	40,487
Oregon	3,547	3,547	3,611	3,628	3,706	3,876	3,986	4,059	4,174	4,271	4,329	4,401
Pennsylvania	49,966	56,776	63,294	37,187	42,325	66,563	67,714	68,426	69,323	69,421	68,705	69,318
Rhode Island	2,859	2,863	2,873	2,931	3,067	3,059	3,069	3,096	3,115	3,090	3,135	3,162
South Carolina	12,245	12,339	12,324	12,882	13,196	13,946	13,811	13,448	12,968	12,047	11,624	11,387
South Dakota	4,971	4,997	4,998	4,898	4,426	4,571	4,142	5,975	5,809	5,878	5,856	5,840
Tennessee	26,669	26,365	26,149	25,926	25,708	25,421	25,888	26,015	26,033	25,942	25,843	25,664
Texas	241	239	232	240	289	254	251	242	242	240	240	240
Utah	7,349	7,425	7,507	7,580	7,636	7,605	7,769	7,794	7,960	7,878	7,898	7,963
Vermont	1,187	1,251	1,289	1,337	1,422	1,415	1,369	1,367	1,358	1,360	1,364	1,397
Virginia	3,173	3,207	3,101	3,228	3,361	3,501	3,906	4,153	4,367	4,661	5,129	5,814
Washington	19,166	19,777	12,936	12,665	12,276	11,792	11,396	11,035	10,896	10,846	10,859	10,908
West Virginia	17,580	18,334	18,770	19,253	19,848	20,299	20,490	20,777	20,657	20,679	20,458	20,596
Wisconsin	25,498	25,827	26,058	26,342	26,518	26,508	26,512	26,761	26,993	27,024	27,194	27,395
Wyoming	1,523	1,576	1,628	1,663	1,728	1,754	1,723	1,736	1,765	1,765	1,798	1,773

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes children receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

Table 28.—*Aid to the blind: Amount of payments to recipients, by States and by months, 1936*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
	\$12,813,294	\$883,532	\$878,944	\$1,018,958	\$1,024,047	\$1,044,932	\$1,069,621	\$1,082,412	\$1,102,345	\$1,122,248	\$1,144,262	\$1,162,531	\$1,179,462
Arizona	14,329	1,0	1,718	1,664	1,714	1,730	1,718	1,184	1,567	2,051	2,541	2,954	3,284
Arkansas	62,811	1,675	135,638	135,638	135,638	135,638	135,638	135,638	135,638	135,638	135,638	135,638	135,638
California	1,706,239	111,068	111,068	111,068	111,068	111,068	111,068	111,068	111,068	111,068	111,068	111,068	111,068
Colorado	141,765	11,068	11,068	11,068	11,068	11,068	11,068	11,068	11,068	11,068	11,068	11,068	11,068
Connecticut	1,069	1,735	1,780	1,926	1,926	1,926	1,926	1,926	1,926	1,926	1,926	1,926	1,926
District of Columbia	1,388	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430
Florida	17,938	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430	1,430
Illinois	58,565	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000
Indiana	197,554	6,441	14,203	14,203	14,203	14,203	14,203	14,203	14,203	14,203	14,203	14,203	14,203
Iowa	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000
Maine	203,546	15,359	15,359	15,359	15,359	15,359	15,359	15,359	15,359	15,359	15,359	15,359	15,359
Maryland	80,532	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800
Massachusetts	198,801	32,611	32,611	32,611	32,611	32,611	32,611	32,611	32,611	32,611	32,611	32,611	32,611
Michigan	97,360	8,606	8,606	8,606	8,606	8,606	8,606	8,606	8,606	8,606	8,606	8,606	8,606
Minnesota	19,550	6,055	6,321	6,321	6,321	6,321	6,321	6,321	6,321	6,321	6,321	6,321	6,321
Mississippi	568,400	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200
Missouri	60,303	2,0	1,620	1,620	1,620	1,620	1,620	1,620	1,620	1,620	1,620	1,620	1,620
Nevada	1,920	160	160	160	160	160	160	160	160	160	160	160	160
New Hampshire	54,017	2,500	3,622	4,010	4,325	4,476	4,696	4,865	4,942	5,088	5,120	5,139	5,234
New Jersey	114,158	9,174	9,075	9,288	9,247	9,438	9,619	9,619	9,619	9,568	9,568	9,568	9,549
New Mexico	11,218	4,630	5,400	5,400	5,227	4,102	4,102	4,366	4,498	4,498	5,470	5,470	5,470
New York	22,212	5,000	34,000	34,000	33,291	34,258	34,258	34,346	34,872	34,872	3,248	3,248	3,248
North Carolina	617,084	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000
Oklahoma	37,016	10	230,003	235,263	235,263	235,263	235,263	235,263	235,263	235,263	235,263	235,263	235,263
Pennsylvania	2,946,798	152,181	205,328	205,328	205,328	205,328	205,328	205,328	205,328	205,328	205,328	205,328	205,328
Utah	44,332	133	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600
Vermont	19,739	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600
Washington	264,591	16,316	18,315	18,315	18,315	18,315	18,315	18,315	18,315	18,315	18,315	18,315	18,315
West Virginia	20	39,702	4,257	4,947	42,308	43,324	43,324	43,324	43,324	43,324	43,324	43,324	43,324
Wisconsin	520,018	9,983	66,550	66,550	66,550	66,550	66,550	66,550	66,550	66,550	66,550	66,550	66,550

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local governments.² Does not include aid to the blind administered under State law without Federal participation.³ No payments made because of change in accounting procedure.⁴ No payments made because of change in accounting procedure.

grants in Kentucky not available.

Table 29.—*Aid to the blind: Amount of payments to recipients, by States and by months, 1937¹*

[Data reported by State agencies; corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$6,173,162	\$1,216,738	\$1,233,912	\$1,258,708	\$1,268,178	\$1,278,933	\$1,311,363	\$1,329,349	\$1,333,649	\$1,440,198	\$1,493,547	\$1,493,539	\$1,525,013
Alabama.....	22,372	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3,341
Arizona.....	5,461	3,666	3,735	3,844	3,936	4,036	4,136	4,236	4,334	4,438	5,042	5,679	3,438
Arkansas.....	5,377	5,303	5,383	5,467	5,550	5,636	5,716	5,796	5,876	5,956	6,353	6,735	6,159
California.....	71,362	50,229	50,636	51,043	51,450	51,857	52,264	52,671	53,077	53,484	54,891	56,305	6,236
Colorado.....	206,419	162,720	165,336	168,743	170,541	172,734	174,777	177,770	180,774	183,777	203,771	214,255	250,771
Connecticut.....	189,483	151,135	151,340	151,545	151,615	151,699	151,730	151,761	151,792	151,823	151,907	151,931	161,731
District of Columbia.....	40,488	31,849	31,844	31,955	31,955	31,955	31,955	31,955	31,955	31,955	31,955	31,955	1,175
Florida.....	43,841	2,607	2,637	2,641	2,646	2,650	2,654	2,657	2,660	2,663	2,667	2,672	4,416
Georgia.....	265,715	17,741	1,833	2,146	2,146	2,146	2,146	2,146	2,146	2,146	2,146	2,146	2,272
Hawaii.....	31,873	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	9,146
Idaho.....	2,240	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,120
Illinois.....	74,113	6,130	6,134	6,210	6,321	6,019	6,000	6,000	6,117	6,104	6,180	6,187	6,279
Indiana.....	2,898,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000
Iowa.....	412,245	26,054	27,988	29,169	31,204	33,332	35,323	36,412	36,412	36,412	37,491	38,961	40,016
Kansas.....	110,537	16,055	16,956	20,144	19,397	17,729	20,285	20,285	20,285	20,285	20,285	20,285	240
Louisiana.....	28,480	70	70	70	70	70	70	70	70	70	70	70	5,877
Maine.....	21,433	21,321	21,686	22,252	23,220	24,466	25,163	25,855	26,550	27,250	27,950	28,650	5,951
Maryland.....	141,139	10,733	11,350	11,701	11,870	11,654	11,779	11,855	12,080	12,244	12,182	11,898	24,374
Massachusetts.....	226,663	16,127	16,570	16,384	16,677	17,108	17,458	17,970	18,449	18,788	18,519	19,058	19,545
Michigan.....	143,608	10,118	10,405	11,345	11,486	11,620	12,054	12,259	12,559	12,759	13,567	14,167	14,320
Minnesota.....	2,558,600	8,563	8,701	8,938	9,143	9,377	9,676	9,976	9,921	9,141	9,031	9,055	9,161
Missouri.....	125,189	9,766	10,066	10,263	10,577	10,785	10,785	10,785	10,785	10,785	10,785	10,785	23,209
Nebraska.....	67,960	9,160	10,460	10,760	11,072	11,382	11,792	12,102	12,418	12,836	13,250	13,669	10,705
Nevada.....	5,534	5,440	5,540	5,640	5,640	5,640	5,640	5,640	5,640	5,640	5,640	5,640	6,936
New Hampshire.....	67,897	5,314	5,828	10,226	10,194	10,336	10,544	10,753	10,962	11,171	11,372	11,572	12,180
New Jersey.....	129,776	9,828	10,226	10,721	11,222	10,833	10,833	10,833	10,833	10,833	10,833	10,833	10,833
New Mexico.....	32,051	2,670	2,721	2,962	2,962	2,962	2,962	2,962	2,962	2,962	2,962	2,962	3,114
New York.....	468,781	55,874	56,051	56,051	56,880	56,880	56,880	56,880	56,880	56,880	56,880	56,880	51,991
North Carolina.....	110,675	23	23	223	417	600	600	600	600	600	7,385	13,946	25,533
North Dakota.....	10,634	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,343	1,432	1,503
Ohio.....	790,765	60,266	61,365	62,550	63,856	64,885	65,849	66,583	67,455	68,670	69,411	69,460	70,735
Oklahoma.....	265,015	4,447	10,224	14,761	19,791	24,099	27,287	28,557	29,924	31,876	31,069	31,069	33,070
Pennsylvania.....	117,728	8,233	8,447	9,055	9,622	10,922	10,922	10,922	10,922	10,922	10,922	10,922	10,427
Rhode Island.....	3,749,224	201,453	299,441	304,054	308,444	313,030	314,506	319,357	322,581	323,637	327,081	329,571	329,571
South Carolina.....	4,600	1,024	1,024	1,024	1,024	1,024	1,024	1,024	1,024	1,024	1,024	1,024	500
Tennessee.....	28,603	5,877	6,015	6,010	6,142	6,056	6,172	6,334	6,381	6,438	6,500	6,500	6,728
Utah.....	72,831	24,981	1,632	1,632	1,632	1,632	1,632	1,632	1,632	1,632	1,632	1,632	6,346
Vermont.....	339,058	26,865	27,700	28,517	31,718	26,694	28,843	29,927	32,105	32,666	33,189	34,223	2,466
Washington.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
West Virginia.....	115,468	310	686	4,370	7,500	10,738	12,255	13,234	13,481	13,330	13,023	13,215	13,326
Wisconsin.....	113,077	43,332	43,184	43,184	43,231	42,995	43,114	43,133	43,143	43,218	43,444	43,739	4,012
Wyoming.....	66,969	5,901	6,046	6,046	5,978	5,823	5,722	5,584	5,414	5,285	5,092	5,092	5,092

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments to recipients under State and local funds administered by the blind program. Figures italicized represent payments to recipients under Federal funds available but no payments made.

not listed did not administer aid to the blind program during 1937; information on status of program

in Kentucky not available.

² Federal funds available but no payments made.

Table 30.—*Aid to the blind: Amount of payments to recipients, by States and by months, 1938*¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$19,162,362	\$1,560,697	\$1,568,537	\$1,629,272	\$1,597,338	\$1,566,515	\$1,562,610	\$1,584,217	\$1,509,338	\$1,616,743	\$1,631,066	\$1,645,565	\$1,667,464
Alabama	48,891	3,649	3,783	4,049	4,106	4,019	4,066	4,066	4,096	4,236	4,109	4,174	4,281
Arizona	89,466	6,147	6,110	6,110	6,117	6,117	6,117	6,117	6,117	6,117	6,117	6,115	7,328
Arkansas	63,310	6,182	6,182	6,182	6,182	6,182	6,182	6,182	6,182	6,182	6,182	6,182	6,457
California	3,285,408	254,225	260,001	262,011	262,355	265,002	265,355	265,355	265,355	265,355	265,355	265,355	265,312
Connecticut	200,560	15,950	16,145	16,303	16,405	16,405	16,405	16,405	16,405	16,405	16,405	16,405	17,954
Delaware	33,412	2,774	2,774	2,774	2,777	2,777	2,777	2,777	2,777	2,777	2,777	2,777	4,436
District of Columbia	65,410	4,734	4,971	5,098	5,233	5,338	5,338	5,338	5,338	5,338	5,338	5,338	5,346
Florida	247,608	1,593	1,593	1,593	1,593	1,593	1,593	1,593	1,593	1,593	1,593	1,593	1,593
Georgia	144,338	9,682	9,682	9,682	9,682	9,682	9,682	9,682	9,682	9,682	9,682	9,682	13,374
Hawaii	10,381	683	683	683	683	683	683	683	683	683	683	683	951
Idaho	75,901	6,403	6,363	6,311	6,198	6,197	6,197	6,197	6,197	6,197	6,197	6,197	6,646
Illinois	2,653,690	203,000	202,690	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000
Indiana	56,357	42,003	42,533	43,377	44,080	45,007	45,007	45,007	45,007	45,007	45,007	45,007	47,910
Iowa	269,921	9,197	9,197	9,197	9,197	9,197	9,197	9,197	9,197	9,197	9,197	9,197	9,197
Kansas	133,058	10,778	12,700	13,831	14,907	15,438	15,438	15,438	15,438	15,438	15,438	15,438	20,883
Louisiana	102,860	7,491	7,491	7,491	7,687	8,384	8,384	8,384	8,384	8,384	8,384	8,384	9,897
Maine	335,294	24,320	24,320	24,320	24,320	24,320	24,320	24,320	24,320	24,320	24,320	24,320	28,617
Maryland	149,546	11,494	11,714	11,966	12,107	12,233	12,233	12,233	12,233	12,233	12,233	12,233	13,224
Massachusetts	268,525	19,776	20,681	21,347	22,132	22,489	22,489	22,489	22,489	22,489	22,489	22,489	23,757
Michigan	177,253	13,987	14,312	14,386	14,465	13,105	13,105	13,105	13,105	13,105	13,105	13,105	17,734
Minnesota	181,263	9,709	11,266	12,781	13,899	14,602	15,321	15,772	16,163	16,979	17,668	18,210	18,893
Mississippi	1,473	1,232	1,232	1,232	1,232	1,232	1,232	1,232	1,232	1,232	1,232	1,232	2,668
Missouri	1,639,760	215,700	215,200	215,200	214,960	214,960	214,960	214,960	214,960	214,960	214,960	214,960	214,960
Montana	12,352	1,10	1,10	1,10	1,10	1,10	1,10	1,10	1,10	1,10	1,10	1,10	2,185
Nebraska	183,471	11,216	11,222	11,222	11,222	11,458	11,458	11,458	11,458	11,458	11,458	11,458	12,168
Nebraska	2,859	1,778	1,778	1,778	1,778	2,033	2,033	2,033	2,033	2,033	2,033	2,033	2,033
New Hampshire	75,567	6,161	6,188	6,188	6,188	6,152	6,134	6,134	6,134	6,134	6,134	6,134	6,523
New Jersey	184,392	11,963	12,335	12,335	12,335	12,685	12,812	12,812	12,812	12,812	12,812	12,812	13,336
New Mexico	36,609	3,193	3,306	3,319	3,319	3,319	3,319	3,319	3,319	3,319	3,319	3,319	3,319
New York	703,161	53,079	54,170	55,871	57,080	56,144	56,144	57,080	58,706	59,945	60,766	61,913	63,559
North Carolina	334,307	25,755	25,642	26,608	27,257	28,063	28,169	27,955	30,100	28,814	29,081	29,512	28,451
North Dakota	12,246	1,022	1,065	1,065	1,065	1,065	1,065	1,065	1,065	1,065	1,065	1,065	1,065
Ohio	186,869	76,387	76,387	76,387	76,387	72,187	72,521	73,711	75,208	72,047	72,047	72,047	72,047
Oklahoma	360,378	33,548	33,548	33,548	34,124	34,124	34,124	34,124	34,124	34,124	34,124	34,124	34,124
Oregon	4,162,011	535,223	535,223	535,223	537,922	541,470	541,470	541,470	541,470	541,470	541,470	541,470	541,470
Pennsylvania	10,166	7,733	8,100	9,304	10,722	12,252	13,468	13,468	13,468	13,468	13,468	13,468	13,468
Rhode Island	16,260	1,574	1,580	1,601	1,601	1,601	1,601	1,601	1,601	1,601	1,601	1,601	1,601
Tennessee	207,916	6,914	11,091	13,510	14,689	16,402	18,032	18,032	18,032	18,032	18,032	18,032	21,044
Utah	67,927	6,322	6,276	6,312	5,908	5,746	5,653	5,653	5,653	5,653	5,653	5,653	5,077
Vermont	28,173	2,121	2,421	2,421	2,328	2,322	2,322	2,322	2,322	2,322	2,322	2,322	2,322
Virginia	20,426	3,864	3,864	3,864	3,864	3,758	3,758	3,758	3,758	3,758	3,758	3,758	3,758
Washington	38,566	35,223	35,223	35,223	35,223	33,812	31,805	31,805	31,805	31,805	31,805	31,805	31,982
West Virginia	154,636	15,260	13,141	13,141	13,141	13,110	12,803	12,803	12,803	12,803	12,803	12,803	13,022
Wisconsin	520,639	43,904	43,244	42,916	42,916	43,051	43,343	43,343	43,343	43,343	43,343	43,343	43,288
Wyoming	56,935	4,946	4,936	4,936	4,936	4,811	4,859	4,859	4,859	4,859	4,859	4,859	4,642

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized partly estimate represent payments in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1938; information on status of program in Kentucky not available.

^a Includes aid to the blind administered under State law without Federal participation. Federal funds available but no payments made.

Table 31.—*Aid to the blind: Amount of payments to recipients, by States and by months, 1939¹*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$0,449,679	\$1,666,019	\$1,679,116	\$1,685,272	\$1,691,074	\$1,685,802	\$1,697,477	\$1,704,211	\$1,712,628	\$1,716,158	\$1,726,040	\$1,735,684	\$1,750,388
Alabama	65,637	4,269	4,340	4,414	4,490	4,660	4,804	4,964	5,093	5,093	4,976	4,864	4,919
Arizona	96,036	7,454	7,667	7,710	7,792	7,939	8,129	8,192	8,213	8,363	8,437	8,497	8,497
Arkansas	49,489	4,093	4,057	4,075	4,075	4,081	4,106	4,113	4,167	4,167	4,214	4,222	4,222
California	3,754,982	206,804	206,919	204,071	206,312	211,176	217,052	221,359	224,074	227,316	227,316	229,748	229,748
Colorado	17,161	17,484	17,168	17,359	16,864	17,075	17,820	17,256	17,357	17,661	18,014	18,266	18,266
Connecticut ²	65,611	4,817	4,489	5,246	4,990	5,235	5,713	5,048	6,072	5,384	6,014	6,161	6,161
District of Columbia	67,110	5,969	5,967	5,844	5,788	5,612	5,412	5,349	5,349	5,329	5,354	5,427	5,427
Florida	272,607	32,809	33,960	34,740	34,740	34,946	34,878	34,714	34,714	34,714	34,714	34,736	34,736
Georgia	133,604	13,494	13,573	13,519	13,471	13,490	13,910	13,901	13,876	13,983	14,036	14,018	14,018
Hawaii	11,436	913	949	990	988	1,027	1,013	993	983	983	983	946	946
Idaho	74,987	6,445	6,530	6,492	6,386	6,231	6,282	6,143	6,013	6,076	6,134	6,142	6,142
Illinois	2,065,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000
Indiana	584,913	38,009	38,463	38,683	38,683	38,683	38,683	38,683	38,683	38,683	38,683	38,683	38,683
Iowa	358,803	30,057	30,392	30,259	31,215	30,818	30,818	30,818	30,818	30,818	30,818	30,818	30,818
Kansas	255,411	21,836	21,855	21,855	21,855	21,855	21,855	21,855	21,855	21,855	21,855	21,855	21,855
Louisiana	151,222	10,934	10,937	10,937	10,937	10,937	10,937	10,937	10,937	10,937	10,937	10,937	10,937
Maine	2,070,111	233,796	233,963	233,963	233,963	233,963	233,963	233,963	233,963	233,963	233,963	233,963	233,963
Maryland	2,692	165,119	165,119	165,119	165,119	165,119	165,119	165,119	165,119	165,119	165,119	165,119	165,119
Massachusetts	214,604	24,211	24,601	24,601	24,601	24,601	24,601	24,601	24,601	24,601	24,601	24,601	24,601
Michigan	17,993	18,118	18,118	18,118	18,118	18,118	18,118	18,118	18,118	18,118	18,118	18,118	18,118
Minnesota	281,559	19,363	19,800	20,105	20,105	20,311	20,495	20,703	20,837	21,296	22,274	23,523	23,523
Mississippi	48,859	3,592	3,592	3,592	3,592	3,592	3,592	3,592	3,592	3,592	3,592	4,598	4,598
Missouri	1,088,160	83,075	83,075	83,075	83,075	83,075	83,075	83,075	83,075	83,075	83,075	91,875	91,875
Montana	36,213	2,405	2,633	2,848	3,149	2,969	3,019	3,045	2,969	2,969	3,118	3,306	3,459
Nebraska	144,011	12,422	12,347	12,379	12,379	9,977	10,121	10,250	12,740	12,740	12,773	12,898	12,851
Nevada	2,692	845,449	845,449	845,449	845,449	845,449	845,449	845,449	845,449	845,449	845,449	845,449	845,449
New Hampshire	172,343	13,748	13,933	13,872	14,004	14,127	14,245	14,561	14,561	14,561	14,603	14,664	14,664
New Jersey	37,286	2,762	2,900	2,875	3,018	3,042	3,079	3,137	3,137	3,137	3,148	3,521	3,521
New Mexico	64,423	64,920	64,682	64,847	64,356	64,356	64,356	65,340	65,340	65,340	67,573	68,652	68,652
New York	791,617	8,610	8,766	8,926	9,099	9,070	9,170	10,288	10,148	9,893	9,580	9,168	68,613
North Carolina	316,598	28,426	28,447	28,511	28,511	27,972	27,716	26,385	31,381	29,614	29,758	29,389	29,389
North Dakota	30,189	2,219	2,318	2,312	2,312	2,307	2,307	2,307	2,307	2,307	2,307	2,307	2,307
Ohio	930,247	77,890	78,013	78,474	78,310	77,632	77,632	77,632	78,455	77,113	75,257	76,022	76,022
Oklahoma	383,233	32,361	32,421	32,395	32,395	30,801	30,801	31,235	31,933	32,107	32,447	32,656	32,656
Oregon	135,685	101,027	101,912	101,921	101,921	101,921	101,921	101,921	101,921	101,921	11,530	11,510	11,510
Pennsylvania	4,485,965	561,900	565,890	567,259	568,503	567,922	569,503	569,503	569,503	569,503	575,182	575,182	582,628
Rhode Island	5,854	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000
South Carolina	110,812	8,612	8,766	8,926	9,099	9,070	9,170	10,288	10,148	9,893	9,580	9,168	68,613
Tennessee	229,956	26,898	26,747	26,673	26,673	26,383	26,383	26,383	26,383	26,383	26,383	26,383	26,383
Utah	65,114	5,149	5,261	5,243	5,243	5,276	5,245	5,245	5,563	5,581	5,663	5,663	5,663
Vermont	36,760	2,327	2,327	2,359	2,359	2,394	2,394	2,394	2,394	2,394	2,394	2,394	2,394
Virginia	129,679	8,549	9,277	9,118	10,047	10,634	10,795	11,102	10,823	11,190	11,365	11,918	12,197
Washington	370,865	31,605	31,635	31,395	31,395	30,427	30,390	30,390	30,390	30,390	30,707	30,730	31,081
West Virginia	157,280	12,978	13,227	13,387	13,387	13,406	13,510	12,956	12,956	12,956	12,772	12,824	12,824
Wisconsin	541,929	44,339	44,850	44,335	44,751	45,086	45,356	45,356	45,356	45,356	46,611	46,783	46,783
Wyoming	52,311	4,436	4,368	4,434	4,402	4,360	4,360	4,360	4,360	4,360	4,302	4,263	4,263

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to the blind under State law without Federal participation.

² Includes aid to the blind administered under State law without Federal participation.

* Does not include aid to the blind administered under State law without Federal participation.

to recipients, other factors also influence levels of assistance. The most important is the adequacy of State and local funds for the programs. Insufficient State and local funds are a factor underlying the lower level of assistance payments in States in which the State law prohibits payments to the amount of greatest Federal participation; most of these States, because of limitations of State or State and local funds, are unable to take full advantage of the provisions of the Federal act. In many of the States where a wider range in monthly payments is allowed under State law but where the greatest number of recipients receive monthly payments far less than \$30, State and local funds are not available for larger payments.

Influence of State Policies and Procedures

Variations among the States in administrative policies and procedures affect the value of average payments per recipient as a basis for comparison

of State standards of assistance. The policies of the States regarding the number of persons whose needs the monthly payment is intended to cover are important in this respect. For the fiscal year 1938-39, 15 States²⁹ reported the policy of making some joint payments for old-age assistance to cover the needs of two eligible individuals who were counted as one recipient. These monthly payments were larger than those intended to cover the needs of only one individual. In 4³⁰ of the 15 States, joint payments were made to at least one-fifth of all recipients accepted for old-age assistance during the fiscal year.

In most States monthly payments for aid to dependent children, as well as for old-age assistance and aid to the blind, are determined by the application of the budget-deficit principle or some

²⁹ Alabama, Arkansas, Georgia, Hawaii, Kansas, Louisiana, Maine, Maryland, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wisconsin, and Wyoming.

³⁰ Arkansas, Kansas, Louisiana, and New Mexico.

Table 32.—Aid to the blind: Recipients, by States and by months, 1936¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	37,282	41,102	42,693	42,389	42,738	43,608	42,379	42,968	43,579	44,064	44,542	45,181
Arizona.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Arkansas.....	857	888	559	367	387	398	427	446	478	497	528	566
California.....	4,004	4,028	4,089	4,098	4,182	4,256	4,271	4,287	4,366	4,417	4,441	4,516
Colorado.....	651	628	623	314	350	500	561	603	614	634	634	651
Connecticut.....	103	157	108	124	147	239	108	99	105	108	67	126
District of Columbia.....	.....	10	2	11	34	40	47	65	72	84	97	97
Florida.....	828	236	652	237	228	180	195	203	203	188	174	616
Idaho.....	134	182	204	209	219	228	237	248	248	262	262	263
Illinois.....	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000
Indiana.....	506	801	1,079	1,069	1,068	1,068	1,066	1,055	1,005	1,044	1,203	1,358
Iowa.....	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900
Maine.....	1,082	1,080	1,080	1,102	1,089	1,090	1,098	1,106	1,113	1,129	1,144	1,137
Maryland.....	.....	.....	.....	.....	554	548	545	553	567	571	574	574
Massachusetts.....	1,100	1,100	1,095	1,095	1,101	1,076	1,069	1,042	1,042	1,001	971	955
Michigan.....	.....	.....	.....	.....	180	183	191	258	340	340	385	473
Minnesota.....	548	548	554	552	550	461	370	407	431	436	461	473
Mississippi.....	817	851	894	.....	.....	.....	.....	.....	.....	.....	.....	.....
Missouri.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Nebraska.....	.....	29	157	241	384	442	497	524	538	553	503	503
Nevada.....	6	6	6	6	6	6	6	6	6	6	6	6
New Hampshire.....	167	240	249	255	258	264	266	268	272	274	269	272
New Jersey.....	436	435	443	440	451	461	458	460	456	465	460	475
New Mexico.....	.....	.....	.....	20	10	19	51	123	133	140	146	146
New York.....	2,270	2,270	2,266	2,283	2,300	2,267	2,305	2,301	2,315	2,322	2,339	2,349
North Carolina.....	588	556	645	52	20	.....	151	141	128	139	146	146
North Dakota.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	20	20	20
Ohio.....	5,600	5,600	5,600	5,600	5,600	5,600	3,640	3,410	3,518	3,507	3,507	3,544
Oklahoma.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	20
Oregon.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	320
Pennsylvania.....	4,125	6,872	7,706	7,878	7,903	8,405	8,698	8,991	9,179	9,421	9,535	9,628
Utah.....	18	94	161	190	203	208	207	210	216	231	231	236
Vermont.....	80	80	86	86	86	125	144	147	149	147	147	147
Washington.....	50	15	641	654	676	677	710	736	748	743	759	813
West Virginia.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	20	20	20
Wisconsin.....	1,944	2,006	2,051	2,092	2,112	2,125	2,119	2,122	2,090	2,068	2,042	2,034
Wyoming.....	116	126	150	161	163	177	184	188	189	183	183	182

¹ Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1936; information on status of program in Kentucky not available.

Federal funds available but no payments made.

² Does not include aid to the blind administered under State law without Federal participation.

³ No payments made because of change in accounting procedure.

adaptation of that principle. In such States the amount needed to provide essential items, such as food, clothing, shelter, and other necessities, is computed on the basis of standards established by the State and local agencies. After deductions have been made for any income the family may have, the balance represents the budget deficit. In some States which apply this principle the needs of the entire family are considered. In other States, payments for aid to dependent children are intended to cover only the needs of the children in whose behalf aid is granted.

Finally, payments to recipients of old-age assistance, aid to dependent children, and aid to the blind vary from State to State because of differences in State policies regarding supplementation with other types of assistance. In some States,

for instance, allowance is made for medical care in the amount of cash assistance given to recipients; in others, all medical care is paid from general relief or special funds. A few States do not permit any supplementation of payments for the special types of assistance; in other States the extent of supplementation is sizable.

Consideration of all the factors which affect payments to recipients of the special types of public assistance indicates that part of the variation revealed in any attempt to present a comparison of levels of assistance is due to the impossibility of showing entirely comparable data for all States. That the range in payments among the States is so wide, however, is evidence that real differences exist in the amounts which States are willing or able to pay.

Table 33.—*Aid to the blind: Recipients, by States and by months, 1937*¹

{Data reported by State agencies, corrected to Jan. 15, 1940}

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	46,509	47,258	48,178	48,857	48,558	50,054	49,633	51,028	52,464	53,543	54,896	56,075
Alabama.....	172	143	148	160	170	177	188	204	223	246	258	264
Arkansas.....	603	610	628	669	690	716	674	696	696	691	691	691
California.....	4,542	4,575	4,640	4,666	4,701	4,761	4,790	4,804	4,895	4,943	5,093	5,199
Colorado.....	643	581	586	585	588	584	586	588	588	573	579	579
Connecticut.....	107	115	166	116	101	198	73	98	88	113	100	94
District of Columbia.....	107	114	121	128	139	143	154	157	162	168	172	181
Florida.....	216	223	227	251	266	264	256	256	284	289	280	207
Georgia.....							21	211	370	540	675	756
Hawaii.....							2	2	2	2	56	56
Idaho.....	264	263	267	271	258	261	265	267	271	269	276	281
Illinois.....	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Indiana.....	1,464	1,568	1,633	1,748	1,863	1,942	1,955	2,008	2,047	2,118	2,159	2,213
Iowa.....	1,931	1,952	1,940	1,986	1,893	1,995					12	125
Kansas.....							2	2	15	134	285	417
Louisiana.....	10	10	20	20	20	20	15	210	456	398	516	545
Maine.....	1,148	1,128	1,113	1,112	1,137	1,157	1,171	1,147	1,147	1,136	1,136	1,121
Maryland.....	578	590	602	600	581	587	588	593	595	599	586	578
Massachusetts.....	962	975	957	956	970	973	986	999	1,008	981	989	988
Michigan.....	432	466	492	538	563	587	587	571	580	565	556	551
Minnesota.....	476	487	491	496	509	509	507	507	503	498	489	486
Missouri.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Nebraska.....	508	518	527	548	549	549	553	560	558	543	546	550
Nevada.....	6	6	6	6	6	6	6	6	6	6	6	6
New Hampshire.....	273	278	282	284	286	286	281	283	283	285	286	283
New Jersey.....	467	482	476	484	480	491	501	508	517	516	533	533
New Mexico.....	149	152	160	164	171	172	166	169	172	176	184	199
New York.....	2,356	2,358	2,355	2,356	2,356	2,356	2,407	2,050	1,970	2,039	2,118	2,199
North Carolina.....							490	978	1,305	1,661	1,736	1,816
North Dakota.....	1	3	13	25	33	64	67	71	75	80	85	87
Ohio.....	3,581	3,610	3,641	3,668	3,674	3,689	3,700	3,719	3,738	3,760	3,749	3,750
Oklahoma.....	20	329	640	930	1,221	1,460	1,656	1,730	1,805	1,865	1,905	1,974
Oregon.....	339	346	367	389	388	405	411	414	410	419	419	420
Pennsylvania.....	9,733	9,892	10,004	10,161	10,308	10,461	10,511	10,672	10,779	10,814	10,932	11,016
Rhode Island.....				50	50	50	50	50	50	50	50	50
South Carolina.....								37	121	256	369	499
Tennessee.....								6	137	282	392	496
Utah.....	247	250	250	253	252	254	254	248	246	246	241	248
Vermont.....	147	150	149	149	149	148	157	158	161	166	164	151
Washington.....	815	840	866	842	727	765	830	866	929	946	963	993
West Virginia.....	38	69	243	416	586	663	715	733	743	736	746	758
Wisconsin.....	2,017	2,000	2,003	1,995	1,982	1,980	1,979	1,975	1,976	1,970	1,981	1,988
Wyoming.....	181	185	185	184	180	178	177	174	172	167	167	165

¹ Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under

State law without Federal participation. States not listed did not administer an aid to the blind program during 1937; information on status of program in Kentucky not available.

² Federal funds available but no payments made.

Table 34.—*Aid to the blind: Recipients, by States and by months, 1938*¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	Febru- ary	March	April	May	June	July	August	Septem- ber	October	Novem- ber	Decem- ber
Total...	57,424	59,031	60,524	60,507	61,618	62,465	63,050	63,720	64,625	65,084	65,927	66,023
Alabama...	373	385	410	419	420	431	435	452	469	471	472	474
Arizona...	259	259	262	262	279	288	289	286	289	288	292	299
Arkansas...	679	673	603	666	663	657	641	632	632	619	614	617
California...	5,301	5,433	5,472	5,510	5,586	5,671	5,763	5,831	5,894	5,988	6,060	6,159
Colorado...	573	581	591	591	593	590	591	602	599	607	612	623
Connecticut...	181	169	95	109	121	197	155	160	183	174	189	199
District of Columbia...	184	188	192	197	202	207	209	211	216	219	218	220
Florida...	141	473	758	1,015	1,297	1,457	1,667	1,796	1,968	2,048	2,144	2,217
Georgia...	799	878	959	986	1,017	1,054	1,105	1,139	1,170	1,188	1,211	1,223
Hawaii...	44	47	49	49	62	66	66	64	64	69	68	67
Idaho...	282	282	278	274	275	278	278	279	282	291	295	300
Illinois...	7,500	7,600	7,653	7,600	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Indiana...	2,247	2,263	2,299	2,328	2,373	2,413	2,417	2,429	2,446	2,464	2,471	2,475
Iowa...	386	738	967	1,050	1,164	1,138	1,178	1,204	1,224	1,243	1,265	1,279
Kansas...	512	510	646	681	750	758	808	852	893	935	969	1,000
Louisiana...	562	580	602	624	659	675	683	699	700	716	728	751
Maine...	1,117	1,177	1,238	1,258	1,257	1,241	1,250	1,238	1,234	1,240	1,233	1,252
Maryland...	555	569	575	587	593	597	605	616	615	622	622	625
Massachusetts...	994	1,027	1,038	1,058	1,063	1,062	1,060	1,074	1,076	1,083	1,085	1,088
Michigan...	540	645	544	558	570	582	597	615	628	641	659	678
Minnesota...	496	540	583	615	628	649	670	682	711	730	740	760
Mississippi...											294	375
Missouri...	5,000	5,000	5,000	4,100	4,100	4,109	5,864	5,964	5,964	5,900	5,600	5,600
Montana...	30	40	30	30	29	52	68	83	76	80	87	99
Nebraska...	571	565	578	570	572	580	590	594	601	597	592	599
Nevada...	7	7	8	8	8	9	8	8	16	9	8	7
New Hampshire...	295	296	293	290	294	293	292	294	296	298	303	307
New Jersey...	539	554	562	568	575	583	579	582	586	598	596	599
New Mexico...	202	205	206	204	204	203	201	207	202	200	201	199
New York...	2,320	2,355	2,403	2,423	2,452	2,453	2,520	2,549	2,580	2,588	2,631	2,638
North Carolina...	1,819	1,807	1,870	1,900	1,948	1,953	1,940	2,016	1,966	1,973	1,951	1,949
North Dakota...	91	93	100	105	104	106	111	111	116	115	109	109
Ohio...	3,758	3,751	3,756	3,790	3,821	3,853	3,879	3,899	3,926	3,922	3,923	3,939
Oklahoma...	2,014	2,048	2,063	2,075	2,056	2,022	2,003	1,989	1,992	1,977	1,982	2,021
Oregon...	417	423	426	431	439	441	438	436	433	430	435	434
Pennsylvania...	11,141	11,216	11,295	11,422	11,508	11,626	11,752	11,803	11,894	11,977	12,015	12,028
Rhode Island...	50	50	60	60	50	50	50	50	50	50	50	50
South Carolina...	571	646	658	734	775	834	831	819	811	830	820	862
South Dakota...	2	71	126	154	167	181	196	207	210	215	219	
Tennessee...	660	777	892	975	1,108	1,221	1,272	1,371	1,458	1,448	1,438	1,434
Utah...	248	243	245	230	224	221	219	216	210	205	202	200
Vermont...	149	149	149	141	140	139	137	138	137	136	136	135
Virginia...							30	30	263	332	465	598
Washington...	1,011	1,021	1,040	1,058	1,019	1,000	1,002	998	1,002	1,012	1,023	1,032
West Virginia...	752	749	753	749	747	735	736	728	726	731	747	754
Wisconsin...	1,972	1,970	1,954	1,958	1,960	1,951	1,959	1,958	1,961	1,966	1,966	1,965
Wyoming...	164	167	170	160	166	162	163	161	159	161	158	162

¹ Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer

an aid to the blind program during 1938; information on status of program in Kentucky not available.

² Includes aid to the blind administered under State law without Federal participation.

³ Federal funds available but no payments made.

Table 35.—*Aid to the blind: Recipients, by States and by months, 1939*¹

[Data reported by State agencies, corrected to Jan. 16, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	66,706	67,202	67,445	67,883	67,770	68,253	68,611	69,087	69,143	69,348	69,584	69,919
Alabama.....	480	479	494	502	618	526	641	548	551	548	549	553
Arizona.....	303	310	310	313	308	318	325	327	325	329	330	332
Arkansas.....	618	616	614	619	621	624	632	632	640	643	656	652
California.....	6,189	6,285	6,286	6,340	6,395	6,479	6,654	6,614	6,682	6,726	6,796	6,846
Colorado.....	610	610	610	610	612	610	620	629	628	631	640	641
Connecticut ²	222	229	238	236	226	216	214	248	221	236	246	247
District of Columbia.....	223	223	220	216	209	209	209	212	211	211	209	211
Florida.....	2,243	2,210	2,245	2,280	2,406	2,390	2,276	2,228	2,160	2,148	2,169	2,155
Georgia.....	1,234	1,250	1,253	1,256	983	980	981	987	986	1,002	998	999
Hawaii.....	66	67	67	68	70	69	69	67	69	70	71	70
Idaho.....	294	298	300	292	290	292	287	288	281	283	285	288
Illinois.....	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Indiana.....	2,479	2,493	2,494	2,480	2,475	2,474	2,469	2,472	2,462	2,451	2,447	2,449
Iowa.....	1,298	1,307	1,318	1,341	1,350	1,366	1,393	1,413	1,419	1,431	1,432	1,441
Kansas.....	1,029	1,034	1,035	1,047	1,090	1,087	1,090	1,131	1,142	1,147	1,156	1,165
Louisiana.....	765	819	845	874	895	919	930	950	968	978	984	1,008
Maine.....	1,258	1,258	1,254	1,240	1,239	1,241	1,241	1,236	1,237	1,243	1,245	1,247
Maryland.....	632	635	635	645	646	656	657	659	656	657	668	675
Massachusetts.....	1,112	1,120	1,130	1,140	1,136	1,144	1,146	1,147	1,146	1,164	1,170	1,167
Michigan.....	696	702	724	740	748	757	755	760	754	758	746	739
Minnesota.....	777	793	799	799	809	815	819	827	836	850	861	880
Mississippi.....	435	469	506	538	552	562	581	599	612	630	641	656
Missouri.....	5,545	5,643	5,643	5,655	5,655	5,655	5,655	5,655	5,655	5,655	5,655	5,655
Montana.....	113	127	129	140	139	143	146	144	152	158	160	169
Nebraska ¹	602	605	607	595	603	604	606	629	633	648	644	657
Nevada.....	10	10	7	7	7	7	19	10	10	10	10	10
New Hampshire.....	316	311	312	314	317	317	321	320	316	321	320	326
New Jersey.....	608	614	611	613	619	627	637	637	639	647	653	649
New Mexico.....	198	200	200	201	203	201	207	205	206	210	213	214
New York.....	2,637	2,640	2,644	2,643	2,657	2,657	2,689	2,691	2,705	2,715	2,713	2,732
North Carolina.....	1,943	1,940	1,929	1,922	1,913	1,900	1,933	2,030	1,976	1,941	1,958	1,972
North Dakota.....	113	115	115	117	116	122	126	127	133	135	137	141
Ohio.....	3,946	3,935	3,944	3,935	3,928	3,933	3,952	3,950	3,937	3,981	3,901	3,916
Oklahoma.....	2,004	2,005	2,021	2,027	2,047	2,078	2,110	2,133	2,156	2,156	2,156	2,162
Oregon.....	435	432	431	433	438	444	447	463	467	466	455	455
Pennsylvania.....	12,028	12,160	12,177	12,253	12,198	12,262	12,356	12,445	12,449	12,525	12,589	12,689
Rhode Island.....	59	59	59	59	59	59	59	55	55	54	56	56
South Carolina.....	863	870	880	891	904	896	922	906	878	841	815	807
South Dakota.....	228	232	239	240	236	236	230	223	226	228	230	232
Tennessee.....	1,424	1,415	1,411	1,401	1,389	1,385	1,557	1,690	1,611	1,616	1,615	1,614
Utah.....	203	208	207	208	209	209	213	216	216	217	213	210
Vermont.....	140	132	130	162	163	160	156	159	157	157	166	156
Virginia.....	689	754	780	808	826	851	854	874	894	906	944	967
Washington.....	1,025	1,031	1,033	1,016	999	999	997	999	1,016	1,016	1,026	1,028
West Virginia.....	752	763	766	769	782	801	807	810	815	819	814	814
Wisconsin.....	1,979	1,984	1,961	1,970	1,970	1,979	1,992	1,996	1,998	1,990	1,998	2,012
Wyoming.....	162	151	152	157	154	155	154	156	156	151	154	153

¹ Figures not italicized represent number of recipients in States administered aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1939; information on status of program in Kentucky not available.

² Includes aid to the blind administered under State law without Federal participation.

³ Does not include aid to the blind administered under State law without Federal participation.

Table 36.—General relief: Amount of payments to cases¹ in the continental United States, by States and by months, April–December 1937²

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	April	May	June	July	August	September	October	November	December
Total ³	\$35,745,000	\$30,615,000	\$28,226,000	\$29,015,000	\$29,955,000	\$30,274,000	\$30,729,000	\$33,981,000	\$41,243,000
Alabama	15,246	15,172	14,763	12,750	11,553	12,758	14,139	15,196	17,586
Arizona	4 85,000	4 78,000	4 80,000	62,586	55,608	53,137	41,802	32,450	40,627
Arkansas	38,641	45,597	51,221	20,306	22,264	23,069	24,203	24,593	25,031
California	2,766,614	2,213,749	1,776,221	2,237,280	2,176,306	2,168,677	2,063,796	2,261,883	2,825,815
Colorado	263,000	238,000	204,000	200,000	203,000	192,000	180,000	188,000	187,000
Connecticut	413,369	347,023	323,711	315,625	315,508	350,175	362,726	411,256	568,340
Delaware	32,045	4 16,300	4 14,200	13,897	16,298	17,091	17,758	18,901	25,571
District of Columbia	90,021	89,006	86,912	68,601	68,565	72,346	71,589	67,881	66,783
Florida	44,547	43,914	48,924	51,863	4 52,000	4 55,000	4 50,000	4 51,000	4 54,000
Georgia	79,935	77,854	76,690	70,142	63,021	45,886	47,100	48,168	56,403
Idaho ⁴	47,000	38,000	37,000	30,000	30,000	30,000	32,000	32,000	35,000
Illinois	3,772,143	3,372,463	3,274,612	3,356,784	3,655,354	3,049,779	3,054,570	3,732,961	4,252,469
Indiana	433,668	318,405	304,016	323,293	332,142	309,280	438,640	539,245	819,913
Iowa	632,181	508,328	460,105	431,273	438,475	448,093	466,234	518,044	605,745
Kansas	340,350	278,771	271,222	247,616	201,394	200,409	198,710	214,432	276,049
Kentucky ⁴	45,009	35,000	43,000	42,000	44,000	40,000	45,000	48,000	49,000
Louisiana	136,117	142,468	85,337	114,221	116,317	110,957	98,721	96,005	98,404
Maine	289,000	243,000	222,000	210,000	204,000	218,000	237,000	274,000	325,000
Maryland	187,896	146,553	126,937	110,804	114,852	122,566	125,014	137,493	159,462
Massachusetts	1,627,233	1,383,883	1,309,572	1,410,815	1,468,771	1,561,355	1,615,071	1,957,272	2,546,646
Michigan	1,340,723	980,212	850,237	781,713	780,375	878,467	933,803	1,082,686	1,674,300
Minnesota	1,036,739	871,314	788,563	785,363	699,627	744,618	852,309	1,052,291	1,308,256
Mississippi	4,700	5,000	4,500	4,406	3,292	3,093	3,483	3,904	3,994
Missouri	552,625	445,818	427,466	410,608	423,488	440,329	422,079	446,272	495,261
Montana	4 56,000	4 52,000	45,318	45,201	48,664	48,195	49,397	60,268	81,083
Nebraska	101,000	74,000	75,000	63,000	74,000	80,000	104,000	97,000	133,000
Nevada	15,734	14,303	13,981	13,478	14,502	13,514	10,843	9,793	11,095
New Hampshire	190,125	163,589	157,797	156,040	151,948	167,491	183,217	226,487	283,422
New Jersey	1,319,704	1,131,516	1,016,612	957,922	1,007,604	1,067,052	1,171,446	1,320,252	1,663,278
New Mexico	23,197	15,435	16,614	16,177	17,601	16,104	16,901	20,573	18,057
New York	9,798,180	8,791,600	8,136,178	8,358,021	9,096,416	9,337,361	9,395,777	10,354,646	11,384,610
North Carolina	59,901	55,886	55,216	38,410	34,357	31,523	30,555	32,661	39,746
North Dakota	136,267	119,648	116,950	112,533	120,982	135,964	142,813	159,131	178,321
Ohio ⁴	1,889,000	1,338,000	937,000	1,072,000	1,213,000	1,074,000	1,161,000	1,310,000	1,753,000
Oklahoma	165,000	182,000	188,000	152,000	172,000	162,000	105,000	100,000	101,000
Oregon ⁴	200,576	175,721	158,672	141,908	116,195	118,444	134,323	170,366	220,755
Pennsylvania	5,096,750	4,493,025	4,442,283	4,748,485	4,607,919	4,875,961	4,735,923	4,402,348	5,761,904
Rhode Island ⁴	222,000	150,000	146,000	182,000	197,000	244,000	234,000	277,000	372,000
South Carolina	8,900	12,000	7,000	904	2,671	2,615	5,685	8,622	11,966
South Dakota	78,999	64,194	59,504	63,926	62,081	63,391	67,693	83,786	94,294
Tennessee ⁴	119,000	108,000	120,000	81,000	48,000	33,000	25,600	32,000	34,000
Texas ⁴	99,000	92,000	89,000	94,000	86,000	80,000	84,000	93,000	100,000
Utah	128,323	102,644	94,054	72,158	74,386	76,240	79,126	85,072	98,999
Vermont	74,412	63,337	65,943	54,256	52,459	49,503	58,219	68,256	72,833
Virginia	118,000	165,000	97,000	90,284	87,248	89,169	96,403	105,118	114,666
Washington	475,259	441,770	439,748	415,089	484,013	525,413	548,090	619,600	858,645
West Virginia ⁴	219,000	193,000	198,000	164,000	154,000	151,000	153,000	157,000	180,000
Wisconsin	851,529	720,725	641,007	543,576	529,982	570,243	675,634	796,755	1,036,467
Wyoming	25,654	21,735	18,259	16,521	16,173	16,113	15,623	17,756	22,439

¹ From State and local funds (small amount of Federal funds in some States representing balances of Federal Emergency Relief Administration funds). Excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs, hospitalization, and burials.

² For January–March 1937 see Works Progress Administration, *General Relief Statistics for the Fifteen-Month Period January 1936 through March 1937*.

³ Partly estimated.

⁴ Estimated.

⁵ Includes a negligible amount for services to cases not reportable by definition as general relief.

Table 37.—General relief: Amount of payments to cases¹ in the continental United States, by States and by months, Jan. 25, 1940

State	Total ²	Data reported by State agencies, corrected to Jan. 25, 1940										
		January	February	March	April	May	June	July	August	September	October	November
Total	\$76,198,000	\$46,404,000	\$47,207,000	\$41,113,000	\$37,337,000	\$36,747,000	\$35,989,000	\$36,244,000	\$35,405,000	\$34,933,000	\$36,476,000	\$30,865,000
Alabama	252,914	17,795	20,123	20,075	21,890	22,848	22,970	21,565	22,669	23,212	24,424	24,424
Arkansas	135,611	40,981	40,564	39,705	39,011	40,455	42,622	45,505	45,956	47,754	47,997	47,997
Arizona	26,204	6,250	6,254	6,269	6,263	6,255	6,255	6,255	6,255	6,256	6,256	6,256
Arkansas	3,375	2,044	2,044	2,044	2,044	2,044	2,044	2,044	2,044	2,044	2,044	2,044
California	3,041	564	3,041	3,041	3,041	3,041	3,041	3,041	3,041	3,041	3,041	3,041
Colorado	1,010	606	1,010	1,010	1,010	1,010	1,010	1,010	1,010	1,010	1,010	1,010
Connecticut	157,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000	21,000
Delaware	6,242	650	6,133	6,133	6,133	6,133	6,133	6,133	6,133	6,133	6,133	6,133
District of Columbia	—	—	—	—	—	—	—	—	—	—	—	—
Florida	48,576	12,704	12,704	12,704	12,704	12,704	12,704	12,704	12,704	12,704	12,704	12,704
Georgia	55,048	14,874	14,874	14,874	14,874	14,874	14,874	14,874	14,874	14,874	14,874	14,874
Idaho	45,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
Illinois	47,822,770	4,564,042	4,433,405	4,338,993	4,338,252	3,261,301	3,633,088	4,030,065	3,749,326	3,811,515	4,100,280	3,266,314
Indiana	9,528,034	1,075,400	1,075,400	1,075,400	1,075,400	1,075,400	1,075,400	1,075,400	1,075,400	1,075,400	1,075,400	1,075,400
Iowa	6,284,639	771,121	777,270	771,322	771,377	758,288	745,615	181,101	180,588	187,242	712,698	307,290
Kansas	299,182	75,202	75,208	75,208	75,208	75,208	75,208	75,208	75,208	75,208	75,208	75,208
Kentucky	1	—	—	—	—	—	—	—	—	—	—	—
Louisiana	1,199,566	103,772	350,423	341,562	341,562	315,355	256,777	181,072	182,815	184,454	204,192	207,755
Maine	3,157,624	342,059	342,059	342,059	342,059	342,059	342,059	342,059	342,059	342,059	342,059	342,059
Maryland	2,438,128	1,202,718	2,383,584	2,383,584	2,383,584	2,400,335	2,400,335	2,400,335	2,400,335	2,400,335	2,400,335	2,400,335
Massachusetts	24,000	2,330,739	2,330,739	2,330,739	2,330,739	2,330,739	2,330,739	2,330,739	2,330,739	2,330,739	2,330,739	2,330,739
Michigan	27,159,060	2,666,876	3,455,223	3,289,209	3,088,987	2,549,292	2,379,483	2,257,284	1,884,968	1,229,718	1,155,775	1,169,310
Minnesota	12,200,000	1,451,933	1,451,933	1,451,933	1,451,933	1,264,717	855,973	855,905	802,943	802,943	1,034,770	1,034,770
Mississippi	5,317	5,317	5,317	5,317	5,317	5,317	5,317	5,317	5,317	5,317	5,317	5,317
Missouri	4,917,535	4,917,535	5,305,934	5,305,934	5,305,934	5,227,150	4,524,129	3,941,129	3,535,855	3,535,855	3,535,855	3,535,855
Montana	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446	1,107,446
Nevada	1,227,960	149,202	150,557	150,557	150,557	150,557	150,557	150,557	150,557	150,557	150,557	150,557
New Hampshire	1,117,530	111,748	111,450	111,450	111,450	111,450	111,450	111,450	111,450	111,450	111,450	111,450
New Jersey	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633	2,859,633
New Mexico	21,721,205	1,962,205	1,962,205	1,962,205	1,962,205	1,962,205	1,962,205	1,962,205	1,962,205	1,962,205	1,962,205	1,962,205
New York	148,961	19,206	15,277	12,400	12,213	12,213	12,213	12,213	12,213	12,213	7,557	9,409
North Carolina	12,255,076	12,239,811	12,332,022	11,827,761	10,977,714	9,894,307	9,702,731	9,567,243	9,623,418	9,633,132	9,441,421	9,956,254
North Dakota	416,681	33,009	33,623	33,623	33,623	33,923	33,923	33,923	33,923	33,923	30,333	34,926
Ohio	1,211,124	171,455	150,561	135,700	119,523	119,523	119,523	119,523	119,523	119,523	119,523	119,523
Oklahoma	21,628,580	2,139,224	2,044,000	2,044,000	2,044,000	2,044,000	2,044,000	2,044,000	2,044,000	2,044,000	2,044,000	2,044,000
Pennsylvania	1,844,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000
Rhode Island	76,225,634	6,165,274	6,118,947	6,185,060	6,185,060	6,185,060	6,185,060	6,185,060	6,185,060	6,185,060	6,185,060	6,185,060
South Carolina	310,000	30,000	310,000	248,000	248,000	248,000	248,000	248,000	248,000	248,000	248,000	248,000
South Dakota	324,909	96,163	93,712	20,333	21,472	28,515	44,766	48,559	33,066	30,273	28,696	27,354
Tennessee	1,334,000	32,000	41,000	37,000	30,000	22,000	22,000	22,000	22,000	57,605	56,396	79,616
Texas	1,152,000	1,152,000	112,900	115,700	111,800	108,400	110,900	108,400	110,900	111,000	113,000	113,000
Vermont	1,844,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000	1,040,000
Virginia	1,238,773	122,308	122,308	122,308	122,308	122,308	122,308	122,308	122,308	122,308	122,308	122,308
Washington	5,028,972	848,718	926,777	878,757	801,911	223,071	224,510	227,778	227,778	227,778	227,778	227,778
West Virginia	2,211,422	212,932	1,181,315	1,181,315	1,181,315	1,181,315	1,181,315	1,181,315	1,181,315	201,637	204,053	204,053
Wisconsin	10,518,183	1,155,349	1,155,349	1,155,349	1,155,349	1,155,349	1,155,349	1,155,349	1,155,349	665,911	665,911	665,911
Wyoming	330,990	271,173	34,376	34,376	34,376	30,460	22,233	22,233	22,233	22,233	22,233	22,233

¹ From State and local funds (small amounts of Federal funds included) in cost of administration of general relief, and other items incident to operation of work-relief programs, hospitalization, and burials.

² Partially estimated.

³ Estimated.

Federal Emergency Relief Administration funds include amounts representing balances of Federal funds held by State and local governments.

Equipment, and other items incident to operation of work-relief programs, and special programs, hospitalization, and burials.

Table 38.—General relief: Amount of payments to cases¹ in the continental United States, by States and by months, 1939

[Data reported by State agencies, corrected to Jan. 26, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total 1	\$481,723,000	\$43,679,000	\$45,027,000	\$46,558,000	\$41,277,000	\$39,236,000	\$37,050,000	\$33,241,000	\$33,655,000	\$38,711,000	\$38,259,000	\$38,728,000	
Alabama.....	25,766	22,621	26,291	25,626	19,436	18,615	18,463	19,055	18,597	21,125	20,691	20,520	
Arizona.....	62,683	45,526	35,272	35,104	35,924	36,228	35,930	35,627	35,805	36,284	35,813	35,463	
Arkansas.....	18,411	17,866	18,430	18,355	18,660	18,355	18,100	18,535	18,535	18,642	18,182	18,605	
California.....	3,854,165	4,230,760	4,346,717	4,133,657	3,783,059	3,101,100	4,044,457	3,691,283	3,736,612	3,906,633	4,121,188	4,182,569	
Colorado.....	271,950	256,018	227,263	187,473	184,174	169,661	169,661	169,661	169,661	170,760	161,213	161,234	
Connecticut.....	65,758	61,314	67,083	62,144	67,073	60,081	60,081	60,081	60,081	60,081	59,788	59,788	
Delaware.....	51,442	55,270	61,914	40,273	52,620	27,181	26,834	26,834	26,834	26,835	33,552	33,552	
District of Columbia.....	44,789	42,765	47,702	45,607	40,298	38,071	38,071	38,071	38,071	38,071	41,056	41,056	
Florida.....	52,891	63,477	52,623	55,782	56,500	56,500	56,500	56,500	56,500	63,184	67,650	65,996	
Georgia.....	42,132	43,405	42,132	39,638	36,136	32,702	32,702	32,702	32,702	32,702	33,255	33,255	
Idaho.....	4,422,436	4,422,355	4,422,355	4,422,355	4,422,355	4,422,355	4,422,355	4,422,355	4,422,355	4,422,355	30,314	30,314	
Illinois.....	48,792,933	4,765,659	4,867,933	4,841,857	4,038,675	4,166,630	3,455,933	3,542,993	3,648,993	3,648,653	3,648,653	3,648,653	
Indiana.....	8,326,006	904,043	840,007	634,087	634,087	634,087	634,087	634,087	634,087	634,087	634,087	634,087	
Iowa.....	206,741	111,300	596,330	522,315	474,935	427,798	413,419	465,860	493,173	513,108	616,637	576,192	
Kansas.....	320,168	327,416	311,371	264,417	219,687	217,958	234,269	231,553	231,553	231,553	341,028	349,333	
Kentucky ²	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	345,000	
Louisiana.....	1,234,204	109,252	108,657	108,653	108,653	108,653	109,912	109,912	109,912	109,912	101,933	101,933	
Maine.....	2,759,910	2,755,539	2,755,539	2,755,539	2,755,539	2,755,539	2,755,539	2,755,539	2,755,539	2,755,539	177,042	177,042	
Maryland.....	2,012,776	2,012,776	2,012,776	2,012,776	2,012,776	2,012,776	2,012,776	2,012,776	2,012,776	2,012,776	181,859	181,859	
Massachusetts.....	22,082,684	1,787,377	1,787,033	1,787,033	1,787,033	1,787,033	1,685,568	1,685,568	1,685,568	1,685,568	1,736,027	1,736,027	
Michigan.....	17,855,865	1,728,185	1,911,880	1,943,131	1,663,864	1,428,907	1,257,787	1,032,744	1,186,394	1,316,899	1,469,625	1,619,477	
Minnesota.....	12,633,236	1,725,632	1,319,463	1,126,133	973,246	917,982	844,838	901,933	901,933	901,933	1,003,895	1,045,171	
Mississippi.....	4,374,609	4,374,609	4,374,609	4,374,609	4,374,609	4,374,609	3,974	4,678	5,612	4,251	3,897	4,511	
Missouri.....	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	
Nebraska.....	1,165,102	1,111,444	1,124,377	146,650	123,806	88,605	61,528	58,370	55,949	55,220	62,167	64,949	
Nevada.....	1,755,476	2,016,737	1,755,476	1,755,476	1,755,476	1,755,476	1,755,476	1,755,476	1,755,476	1,755,476	111,176	124,996	
New Hampshire.....	2,346,620	2,532,442	2,255,684	2,255,684	2,255,684	2,255,684	2,255,684	2,255,684	2,255,684	2,255,684	10,793	10,793	
New Jersey.....	16,356,699	9,860,385	9,940,977	1,000,000	1,583,618	1,433,147	1,383,726	1,373,717	1,373,717	1,373,717	1,356,196	1,300,000	
New Mexico.....	165,737	9,392	13,990	15,362	12,708	13,188	15,244	11,936	12,436	13,059	13,637	13,202	
New York.....	11,420,567	11,384,665	11,389,178	10,833,200	10,316,226	9,817,073	9,404,468	9,040,011	9,311,691	9,682,200	9,549,195	9,577,288	
North Carolina.....	4,333,192	1,074,070	1,074,070	1,074,070	1,074,070	1,074,070	1,074,070	1,074,070	1,074,070	1,074,070	1,603,911	1,517,641	
North Dakota.....	1,227,197	11,420,567	11,384,665	11,389,178	10,833,200	10,316,226	9,817,073	9,404,468	9,040,011	9,311,691	9,682,200	9,549,195	
Ohio.....	1,792,000	1,961,667	1,705,106	1,822,952	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932	1,767,500	1,767,500	
Oklahoma ³	1,912,938	197,985	7,088,303	7,088,303	7,088,303	7,088,303	7,088,303	7,088,303	7,088,303	7,088,303	1,769,922	1,770,922	
Pennsylvania.....	3,315,598	293,000	27,600	310,000	27,600	27,600	27,600	27,600	27,600	27,600	261,000	261,000	
Rhode Island ⁴	233,550	217,161	27,680	27,680	27,680	27,680	27,680	27,680	27,680	27,680	20,490	19,483	
South Carolina.....	838,178	86,254	95,593	87,027	72,581	65,188	54,652	54,652	54,652	54,652	70,700	74,143	
South Dakota.....	321,000	31,000	30,000	30,000	27,600	23,000	22,000	21,000	24,000	25,000	30,000	31,000	
Tennessee ⁵	1,383,713	143,700	142,400	148,300	143,674	167,974	166,000	165,884	165,884	165,884	166,199	166,199	
Texas.....	1,362,956	79,391	92,979	104,111	98,865	101,609	101,441	117,245	117,245	117,245	123,647	123,647	
Utah.....	778,972	91,713	73,588	81,467	54,940	52,650	49,822	48,754	48,754	48,754	60,481	60,481	
Vermont.....	983,379	92,892	94,316	86,698	87,469	81,469	75,735	72,992	72,992	72,992	77,388	78,258	
Virginia.....	1,310,981	1,041,491	1,041,491	1,041,491	1,041,491	1,041,491	1,041,491	1,041,491	1,041,491	1,041,491	227,037	211,347	
Washington.....	1,216,424	210,834	213,768	171,884	144,311	168,491	168,491	168,491	168,491	168,491	97,974	107,531	
West Virginia.....	1,146,196	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	
Wisconsin.....	377,397	60,774	52,898	52,898	52,898	52,898	52,898	52,898	52,898	52,898	19,448	22,420	

¹ From State and local funds. Excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs, hospitalization, and burials.

² Partly estimated.

³ Figures for July–December do not include obligations incurred for medical care amounting to \$28,402.

⁴ Does not include obligations incurred for medical care amounting to \$211,468 during 1939.

⁵ Figures for April–December do not include obligations incurred for medical care amounting to \$73,575.

Table 39.—General relief: Cases receiving assistance in the continental United States, by States and by months, April–December 1937¹

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	April	May	June	July	August	September	October	November	December
Total ²	1,550,000	1,382,000	1,277,000	1,257,000	1,271,000	1,265,000	1,270,000	1,368,000	1,626,000
Alabama.....	1,864	1,820	1,747	1,459	1,256	1,321	1,372	1,537	2,176
Arizona.....	2,400	2,4,700	2,4,600	2,3,989	2,3,883	2,3,570	2,3,189	2,261	2,373
Arkansas.....	6,642	7,622	8,473	3,487	3,658	3,731	3,820	3,344	4,064
California.....	99,649	84,937	76,307	75,166	80,576	75,783	74,015	82,391	97,211
Colorado ³	14,600	13,200	12,700	12,100	12,000	12,600	12,200	12,600	13,800
Connecticut.....	17,805	16,110	15,043	14,511	14,199	14,660	14,593	17,709	20,551
Delaware.....	1,841	1,860	1,810	826	893	932	1,030	1,220	1,371
District of Columbia.....	3,783	3,979	3,625	3,182	3,107	3,034	2,909	2,699	2,688
Florida.....	7,700	7,879	8,263	8,420	8,500	8,200	8,200	8,600	8,600
Georgia.....	15,311	15,013	14,929	11,973	9,507	8,019	7,237	7,143	8,030
Idaho ⁴	3,000	2,700	2,800	2,400	2,400	2,400	2,400	2,400	2,700
Illinois ⁴	167,607	149,479	144,702	149,952	154,930	155,285	155,904	160,478	182,708
Indiana.....	35,345	28,992	27,427	28,600	29,355	30,459	32,709	39,492	52,943
Iowa.....	37,057	31,210	28,091	26,780	26,706	26,750	26,841	28,979	35,599
Kansas.....	25,034	21,867	20,851	20,293	15,735	15,264	14,743	15,621	18,757
Kentucky ⁴	6,800	4,800	4,000	5,900	5,800	5,200	5,800	6,200	6,800
Louisiana.....	9,588	9,979	9,419	8,463	8,028	7,363	7,173	7,021	7,115
Maine ³	11,700	11,100	9,600	9,300	9,000	9,700	10,600	12,300	13,900
Maryland.....	8,709	6,959	4,741	5,001	5,195	5,548	5,945	6,166	7,331
Massachusetts.....	58,311	52,349	51,320	54,410	56,116	57,377	59,511	69,250	81,660
Michigan.....	64,457	50,781	43,771	40,166	38,164	37,630	37,940	43,440	65,887
Minnesota.....	38,927	34,395	30,920	29,639	27,750	28,324	30,701	36,613	44,732
Mississippi.....	3,900	1,830	1,800	889	762	713	650	1,026	1,136
Missouri.....	51,551	46,393	42,319	41,430	40,925	41,800	42,670	45,615	52,227
Montana ⁴	2,000	2,600	3,282	3,356	3,600	3,433	3,466	4,368	5,646
Nebraska ⁴	8,600	6,900	6,100	6,000	6,300	6,900	7,600	7,800	9,600
Nevada.....	1,023	1,023	962	945	894	908	873	826	751
New Hampshire.....	7,763	6,986	6,618	6,407	6,575	6,789	7,287	8,455	9,943
New Jersey.....	58,552	51,295	46,313	45,416	46,408	47,830	50,363	55,906	66,952
New Mexico.....	2,900	2,453	2,413	2,366	2,440	2,378	2,453	2,462	2,507
New York.....	265,249	244,593	224,857	228,822	238,304	240,698	241,186	253,157	283,179
North Carolina.....	12,580	11,994	11,343	7,997	6,715	5,946	5,516	5,796	6,888
North Dakota.....	8,258	7,099	6,863	6,431	6,905	7,441	8,028	8,818	10,213
Ohio ⁴	98,200	78,100	58,200	60,900	61,900	58,100	61,200	72,000	96,900
Oklahoma ⁴	33,800	35,800	37,000	34,000	40,000	33,100	24,400	24,800	26,000
Oregon ⁴	10,750	9,331	8,270	7,559	6,419	6,461	7,146	9,727	12,880
Pennsylvania.....	176,240	163,454	165,425	160,003	164,762	165,418	165,006	160,838	189,042
Rhode Island ⁴	9,300	7,900	6,800	7,300	7,700	8,600	8,900	10,300	13,300
South Carolina.....	\$ 3,200	\$ 2,700	\$ 1,600	220	698	253	485	738	1,043
South Dakota.....	6,146	5,204	4,715	4,350	4,863	4,920	5,081	5,721	6,889
Tennessee ⁴	19,600	17,400	18,000	13,300	9,900	5,700	4,100	4,400	4,800
Texas ⁴	11,600	11,400	10,600	10,300	9,200	8,500	8,500	9,500	11,900
Utah.....	6,240	5,203	4,696	3,446	3,397	3,402	3,378	3,592	4,496
Vermont.....	3,446	3,063	3,069	2,414	2,273	2,282	2,636	2,718	3,376
Virginia.....	3,16,200	3,15,200	3,14,400	3,13,181	3,13,376	3,13,430	3,13,888	3,14,405	3,15,276
Washington.....	30,882	27,445	26,232	25,043	26,260	27,877	29,525	35,507	45,692
West Virginia ⁴	21,300	20,400	19,600	16,700	15,700	15,200	15,200	15,400	18,100
Wisconsin.....	40,217	35,818	31,336	28,312	26,971	27,775	31,216	35,824	44,688
Wyoming.....	1,813	1,262	1,102	987	921	951	924	1,072	1,487

¹ For January–March 1937 see Works Progress Administration, *General Relief Statistics for the Fifteen-Month Period January 1936 through March 1937*.² Partly estimated.³ Estimated.⁴ Includes a negligible number of cases receiving services not reportable by definition as general relief.

Table 40.—General relief: Cases receiving assistance in the continental United States, by States and by months, 1938

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total ¹	1,893,000	1,996,000	1,994,000	1,815,000	1,696,000	1,648,000	1,610,000	1,581,000	1,526,000	1,496,000	1,518,000	1,631,000
Alabama.....	3,044	1,930	2,053	2,157	2,243	2,464	4,150	3,830	2,460	2,490	2,523	2,646
Arizona.....	2,564	2,824	2,885	2,811	2,733	2,857	3,030	3,160	3,022	3,085	3,371	3,371
Arkansas.....	4,125	4,181	4,133	4,094	4,130	4,171	4,203	4,163	4,073	3,753	3,662	3,773
California.....	114,714	124,580	132,231	122,680	110,320	102,426	100,375	98,761	92,144	91,320	92,851	107,091
Colorado ²	12,000	15,200	14,400	13,400	14,400	10,900	10,200	10,700	10,200	11,000	11,400	12,900
Connecticut.....	23,135	22,289	23,773	23,423	23,815	24,504	23,891	23,023	22,704	21,723	21,449	22,821
Delaware.....	1,992	2,118	2,046	1,791	1,550	2,013	1,987	2,036	2,245	2,402	2,139	2,289
District of Columbia.....	2,496	2,512	2,626	2,446	2,353	2,232	1,675	1,489	1,437	1,414	1,433	1,530
Florida.....	8,252	7,904	7,895	7,826	8,049	9,395	9,175	9,164	9,041	8,743	8,647	8,491
Georgia.....	8,359	8,202	7,916	7,495	7,364	7,283	7,146	6,991	6,969	6,832	6,641	7,331
Idaho.....	2,900	3,300	3,200	2,900	2,800	2,700	2,700	2,700	2,600	2,600	2,600	3,100
Illinois.....	193,606	195,503	199,631	185,599	173,777	167,169	163,487	164,601	164,273	165,374	167,701	178,377
Indiana.....	69,040	75,510	78,880	67,056	60,160	56,036	51,555	49,078	49,212	49,531	53,450	57,579
Iowa.....	40,520	41,533	39,762	34,039	28,738	27,497	26,471	26,148	25,272	24,507	26,441	30,537
Kansas.....	20,343	19,513	18,481	16,955	15,661	14,789	14,303	15,478	16,105	16,955	18,206	19,864
Kentucky ¹	6,900	6,500	5,900	5,700	5,700	6,000	5,900	5,800	5,300	5,200	6,400	6,300
Louisiana.....	7,485	7,152	7,127	7,213	7,217	7,333	7,232	7,326	7,398	7,623	7,823	8,182
Maine.....	14,610	14,910	14,805	14,352	12,636	11,538	10,550	9,550	9,981	10,232	11,053	12,279
Maryland.....	8,720	9,758	9,870	9,271	8,103	8,189	8,545	8,907	9,427	10,006	9,436	10,502
Massachusetts.....	88,077	85,010	83,779	78,046	72,600	71,334	69,731	66,515	64,119	60,884	62,221	66,318
Michigan.....	117,799	148,006	161,213	139,207	123,561	113,640	109,562	100,069	87,656	58,896	58,107	66,105
Minnesota.....	49,884	52,588	50,345	42,283	37,299	35,167	32,676	32,167	33,506	34,759	39,097	44,704
Mississippi.....	1,192	1,368	1,265	1,247	1,061	946	846	971	883	936	972	1,392
Missouri.....	58,437	57,943	55,664	45,514	42,631	41,414	36,496	31,379	30,634	31,249	32,167	35,593
Montana.....	6,854	7,800	8,891	7,448	5,994	7,382	7,001	5,681	4,965	4,997	5,375	6,270
Nebraska.....	11,184	11,025	9,535	7,745	6,818	6,361	5,897	6,554	7,124	7,303	8,055	9,610
Nevada.....	953	856	951	660	669	647	752	716	597	577	597	655
New Hampshire.....	10,735	10,264	9,779	9,402	8,775	8,713	8,220	7,941	8,104	7,900	8,063	8,731
New Jersey.....	81,483	85,353	87,991	\$84,700	\$76,800	\$75,300	\$76,600	\$75,300	\$72,800	\$71,100	\$70,500	\$74,900
New Mexico.....	2,670	2,422	2,178	1,978	1,990	2,045	2,265	2,376	1,597	1,369	1,419	1,645
New York.....	309,652	322,648	319,297	305,084	289,821	278,505	273,467	273,646	274,570	266,582	274,701	287,824
North Carolina.....	7,458	7,735	7,099	6,693	6,854	6,683	6,185	5,695	5,422	4,825	4,918	6,111
North Dakota.....	10,466	9,573	8,939	7,859	6,299	5,472	4,837	4,521	4,054	4,594	5,503	5,860
Ohio.....	120,971	137,134	144,777	122,981	108,638	101,869	100,257	98,140	92,090	83,904	82,715	86,737
Oklahoma ¹	29,900	35,500	35,800	35,600	37,400	42,100	45,000	42,000	33,400	30,800	27,100	26,200
Oregon.....	14,627	14,222	13,959	12,999	11,154	9,584	9,160	9,205	8,991	10,072	12,532	14,123
Pennsylvania.....	251,685	238,487	218,767	217,238	218,467	228,045	231,243	232,991	243,867	241,681	231,525	236,937
Rhode Island ²	12,900	12,000	11,700	10,900	11,000	11,300	11,000	10,700	10,600	9,600	8,800	9,600
South Carolina.....	1,444	1,768	1,874	1,941	2,212	3,348	3,757	2,954	2,832	2,771	2,746	2,811
South Dakota.....	7,212	6,894	6,290	6,354	4,695	4,177	3,970	3,975	4,364	4,055	4,782	5,155
Tennessee ²	5,400	5,900	5,400	4,600	4,100	3,800	3,500	3,500	3,500	3,700	4,200	5,200
Texas.....	\$14,000	13,800	13,970	13,020	13,190	12,740	11,820	12,550	12,100	12,500	12,800	14,250
Utah.....	5,247	5,480	5,184	3,733	3,301	3,074	3,081	3,113	3,023	2,946	3,062	3,635
Vermont.....	4,013	3,610	3,799	3,442	3,089	2,876	2,611	2,510	2,529	2,694	2,738	3,140
Virginia.....	16,599	16,877	17,089	16,438	16,087	15,725	15,376	15,101	9,023	8,675	8,905	9,444
Washington.....	48,740	52,171	48,730	24,823	19,231	17,507	16,163	15,920	16,254	16,273	19,274	25,762
West Virginia.....	22,624	23,688	24,078	21,763	23,985	24,763	20,843	21,556	22,142	21,937	21,664	22,185
Wisconsin.....	54,517	57,372	55,657	49,141	44,616	42,452	39,930	39,440	39,380	42,727	44,848	49,943
Wyoming.....	1,849	2,172	2,150	1,933	1,578	1,412	1,307	1,329	1,371	1,318	1,705	2,379

¹ Partly estimated.² Estimated.

Table 41.—General relief: Cases receiving assistance in the continental United States, by States and by months, 1939

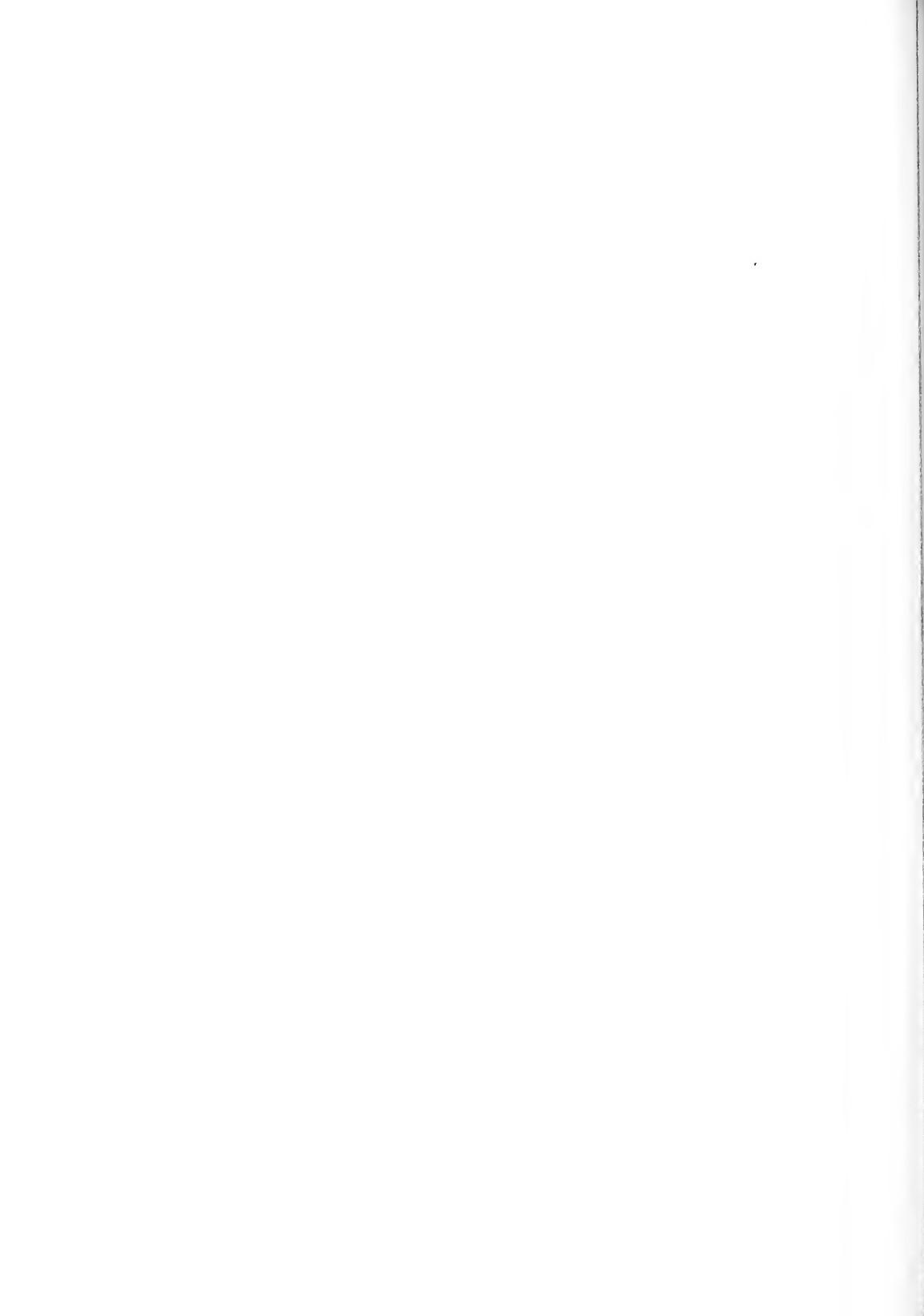
[Data reported by State agencies, corrected to Jan. 25, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total ¹	1,772,000	1,844,000	1,851,000	1,724,000	1,644,000	1,568,000	1,539,000	1,583,000	1,670,000	1,633,000	1,565,000	1,567,000
Alabama.....	2,733	2,716	2,492	2,178	2,047	2,019	2,067	2,142	2,193	2,175	2,259	2,284
Arizona.....	6,734	3,560	2,936	2,810	2,924	2,888	2,902	2,951	2,808	2,773	2,723	2,788
Arkansas.....	3,875	3,869	3,790	3,839	3,915	3,866	3,833	3,859	3,809	3,750	3,777	3,900
California.....	124,444	138,342	141,837	137,156	127,506	123,127	123,569	124,017	132,043	134,523	138,980	149,103
Colorado.....	17,830	18,104	16,193	13,827	13,534	12,049	11,341	12,526	14,065	12,517	13,928	14,167
Connecticut.....	24,346	24,811	25,454	24,006	22,187	20,699	20,177	21,872	21,257	20,077	19,418	18,807
Delaware.....	2,484	2,693	2,478	2,081	1,801	1,452	1,411	1,470	1,653	1,711	1,580	1,645
District of Columbia.....	1,609	1,727	1,792	1,764	1,677	1,564	1,456	1,489	1,528	1,600	1,694	1,761
Florida.....	7,851	7,835	7,913	7,505	7,797	8,070	8,341	9,234	9,614	9,553	10,222	10,140
Georgia.....	7,328	7,081	6,893	6,451	6,273	5,933	6,036	6,257	6,125	6,176	6,355	6,551
Idaho.....	2,400	2,300	2,800	2,500	2,200	2,100	1,916	1,893	1,875	1,854	1,960	2,138
Illinois.....	189,860	197,688	199,794	191,657	187,789	186,684	179,816	174,649	173,208	169,319	162,884	161,930
Indiana.....	63,864	65,093	60,881	53,819	49,035	45,933	44,728	47,475	50,650	55,913	52,522	49,168
Iowa.....	33,612	34,344	35,596	32,224	28,651	27,202	26,563	28,742	32,021	30,593	29,800	32,538
Kansas.....	22,398	23,512	22,806	20,381	19,398	18,633	17,962	18,938	23,378	23,668	25,170	28,231
Kentucky ²	6,400	5,400	5,600	5,300	4,700	5,100	5,000	5,400	5,100	5,700	5,500	4,900
Louisiana.....	8,285	8,344	8,303	8,044	7,891	7,829	7,792	7,990	8,028	8,075	8,853	8,853
Maine ¹	12,838	12,748	12,816	12,431	11,280	10,131	9,122	8,782	9,008	9,185	9,894	11,650
Maryland.....	11,555	12,163	12,182	11,013	9,747	7,559	7,522	8,114	8,459	8,467	8,679	9,146
Massachusetts.....	72,165	72,054	73,882	69,294	64,925	63,117	62,797	66,203	70,326	68,153	68,452	68,018
Michigan.....	77,405	84,553	86,304	79,291	70,696	61,874	53,869	56,944	64,546	67,653	67,311	68,600
Minnesota.....	48,043	49,779	50,812	45,817	40,769	37,787	35,141	36,033	38,952	40,315	39,638	41,759
Mississippi.....	1,223	1,111	977	998	1,014	1,013	920	997	1,081	986	1,125	1,551
Missouri.....	37,113	39,423	40,506	39,033	38,371	36,650	32,707	25,156	23,108	23,541	23,786	25,061
Montana.....	8,049	9,304	7,899	7,452	5,985	5,161	4,381	3,889	3,955	4,352	4,679	4,516
Nebraska.....	11,551	12,278	11,593	9,982	9,257	8,416	7,801	8,544	9,887	9,823	9,407	10,032
Nevada.....	691	634	711	631	540	560	792	732	710	706	768	798
New Hampshire.....	9,163	9,219	9,284	9,017	8,179	7,559	6,945	6,632	7,326	7,330	7,435	7,620
New Jersey ²	80,400	82,400	75,900	71,100	66,600	61,900	60,100	59,000	64,700	60,800	56,600	56,000
New Mexico.....	1,777	2,035	2,211	2,069	2,101	2,132	1,883	1,931	2,001	2,067	2,021	1,952
New York.....	302,402	310,686	313,864	298,785	292,166	275,179	265,937	263,720	268,218	273,708	264,365	266,028
North Carolina.....	6,041	6,681	6,774	6,123	5,971	5,932	4,985	5,786	5,820	5,940	5,911	6,404
North Dakota.....	6,731	6,736	6,640	5,678	4,909	4,613	4,524	4,198	4,119	4,613	5,206	5,074
Ohio.....	96,696	106,045	101,574	89,957	89,033	89,958	89,653	89,653	110,988	119,761	111,638	100,271
Oklahoma ²	21,800	17,000	19,000	15,000	16,000	16,500	12,409	13,600	14,000	14,200	14,200	13,500
Oregon.....	13,843	13,883	13,756	12,127	10,342	8,755	7,973	7,983	7,881	8,881	10,300	11,248
Pennsylvania.....	260,672	272,728	281,708	273,989	272,322	264,153	270,548	300,355	319,065	287,872	244,731	224,626
Rhode Island ²	11,400	11,800	12,400	11,500	10,700	10,000	10,400	10,700	11,500	10,900	10,400	10,600
South Carolina.....	2,787	2,805	2,772	2,693	2,678	2,832	2,565	2,471	2,357	2,284	2,180	2,185
South Dakota.....	5,817	6,433	6,136	6,259	4,562	4,072	3,792	3,886	4,295	4,805	4,958	5,100
Tennessee ²	5,200	5,400	5,500	5,400	4,800	4,000	3,900	4,300	4,300	4,200	4,400	4,300
Texas.....	15,700	15,975	16,300	14,975	15,009	13,529	12,538	12,437	12,141	12,129	12,563	13,327
Utah.....	4,153	4,862	5,265	5,085	5,011	5,020	5,157	5,721	6,717	6,595	5,850	5,778
Vermont.....	3,529	3,480	3,545	3,316	2,940	2,656	2,320	2,304	2,456	2,666	2,745	2,761
Virginia.....	9,694	10,057	10,292	9,800	9,072	8,702	8,238	8,224	8,053	8,157	8,314	8,285
Washington.....	31,682	34,187	33,365	37,337	42,020	42,660	43,956	46,164	47,690	47,967	40,553	43,707
West Virginia.....	22,355	22,714	21,451	19,646	17,721	14,137	11,000	10,780	10,728	10,956	10,775	12,223
Wisconsin.....	52,718	53,575	54,223	51,552	48,217	44,750	43,748	44,304	49,743	49,958	49,121	50,699
Wyoming.....	2,768	2,968	2,879	2,137	1,628	1,465	1,549	1,484	1,189	1,168	1,287	1,551

¹ Partly estimated.² Estimated.³ Not all cases receiving medical care only are included.⁴ Does not include cases receiving medical care only.

• VI •

FINANCIAL ASPECTS OF SOCIAL SECURITY



Factors in Estimating the Costs of Social Security

WHETHER a social insurance program is in the stage of initial planning or subject to somewhat detailed revision, estimates of future costs must be developed so as to indicate, however roughly, the long-range financial impact upon the country's economy. Both the limitations surrounding such estimates and the method of determining assumptions on which they are based should be clearly set forth, especially since one of the most important reasons for setting down prospective costs is to compare the relative financial strain apparently inherent in one set of benefit provisions as against an alternative set. This discussion of cost estimates will deal largely in a qualitative manner with the various cost factors relating to public assistance, old-age insurance, and unemployment compensation. In order to point up certain factors more clearly, a brief quantitative analysis is presented to show actual experience under the Social Security Act of 1935 against the illustrative cost estimates made by the Committee on Economic Security before the act was passed.¹

Nature of Cost Estimates

Individual life insurance is so arranged that definite maximum premiums are guaranteed over the lifetime of each individual's protection with, in the case of mutual or participating companies, the possibility of downward cost adjustment through dividend distribution. Premium rates are determined under the assumption that for each form of contract and for each age at entry the group insured will be large enough to warrant dependable estimates. An attempt is made, by selection of risks, to confine the insured group obtaining contracts within a year to lives believed to be free from undue medical impairment and also free from exposure to exceptional occupational hazard.

In social insurance, on the other hand, coverage is determined by provisions of the law, and within this field all employees are insured simultaneously without regard for individual characteristics

which make them good risks or bad. The coverage is subject to a considerable variety of choices within the province of the employee: for example, whether to retire from active employment and claim the old-age benefit at the minimum eligible age—65 years—or at some subsequent age. Other choices lie within the option of the government itself which may effect changes in benefit provisions or financial provisions when such modification is deemed to be in the public interest.

Various factors affect cost estimates in different ways within the early years of operation of the program, during years in the middle distance, and eventually more remotely distant years. Two general methods are applicable in estimating the costs of a social security program. Under the first, a fixed value is determined for each of many assumptions, with recognition of an increasing presumptive error in the resulting cost figures with the advance of time. The second method, which is somewhat superior in view of the relative unpredictability of many of the values involved, provides two series of assumptions, one of which may be considered as conservative and leading to relatively high prospective outlays; the other, an optimistic cost estimate, leading to relatively low outlays. The advantage of the second method of cost estimating lies in its greater realism. Frank recognition of a potentially wide range in anticipated costs helps to indicate that the figures are offered as a judgment of the net effect of many variable and changing factors, not as a prophecy. The customary practice in making cost estimates is to use a sort of straight-line interpolation which shows advancing costs without attempting to take into account in the cost curves the cyclical effect of booms and depressions, various rhythms in social policy and popular psychology of "work-mindedness" and a tendency to refrain from work, or any other of the minor fluctuations depending upon short-range changes.

Among the short-range factors, possibly the most difficult to evaluate is the preliminary lag in use of the program, the measurement of the delay in getting under way. This lag will clearly be

¹ See Bibliographic Notes, p. 244.

markedly affected by cyclical fluctuations and by the relative importance, to potential claimants, of seeking benefits or keeping their jobs. Estimates as to presumptive immediate outlay which do not carefully consider the forces resulting in postponement of claims may therefore show a wider relative difference between actual results and those indicated as expected than will develop in later years.

The focus of cost estimates shifts considerably under advance discussion of a pending program and under annual short-range estimates needed for congressional and other appropriations. In the former case the long-range view tends to ignore the impact of year-by-year costs. In the latter, the long-range cost is set aside, since it is not pertinent to the discussion of the current situation. In comparing the long-range advance estimates made under the direction of the Committee on Economic Security with actual costs in the early years of administration, it is necessary to keep in mind that actual costs at the beginning of a program will inevitably be lower than the corresponding figures of the long-range cost estimates to the extent to which the latter have not allowed specifically for lag.

The cyclical element of prosperity and depression might be taken into account in some quantitative fashion as a factor in estimates save for the historical evidence that cycles rarely occur in the way they have been plotted in advance. Cyclical variations may augment the lag situation, as is the case for old-age benefits during a period of prosperity when the eligible individuals postpone retirement or even return to work, and cease for a time to receive benefits, after once having terminated a normal working life. Periods of depression, on the other hand, are likely to effect retirement much more promptly, and even when an individual has retired and then returned to work, he is likely to lose his job in the depression period.

Three factors enter into the difficulty of estimating costs under any new social insurance program during the first years of operation: (a) lag on the part of the applicants in filing claims; (b) failure to file claims at all because of ignorance, negligence, or inertia on the part of the potential claimant or the smallness of the benefit in the initial period; and (c) unavoidable administrative delays, accentuated at the beginning of a program because of the need to establish proce-

dures and precedents and obtain authoritative interpretations of the legislation. Each of these three factors, in turn, may depend upon such unpredictable subsidiary factors as business conditions, public information, national psychology, and the like.

Since the lag cannot be closely foretold it is probably wiser to err on the side of too large rather than too small advance estimates of claims by neglecting this element. It is not safe, however, to assume that because costs under this lag are much lower than anticipated they can be expected to continue low. It is even possible that growing efficiency and prompter filing of claims for benefits will later telescope payments so that possibly the costs of benefits for a 14-month period will appear as charges within a 12-month future period. If persons who make actuarial cost estimates were asked to designate that portion of their long-range cost projections which they themselves believe to be most accurate, possibly they would pick the period following the initial 5 or 10 years of the system's operation when the initial delays had passed and before the accumulative effect of new factors could make itself felt.

Disbursement Estimates for Three Social Security Programs

In the three major programs established under the Social Security Act—public assistance, old-age insurance, and unemployment compensation—there are many differences in background which must be considered in deriving estimates of costs.

Public Assistance

Estimates of future costs of old-age assistance under which payments are limited to what are believed to be cases of need must include consideration of many social, political, economic, psychological, and demographic factors. While estimates commonly assume that the law will not be changed over the period observed, both legislators and expert advisers recognize the presumption in favor of change in the law. This assumption is omitted from the following list of the more important elements in cost estimates:

(1) Legislative and administrative factors—
(a) character of State laws, especially as to the determination of need and the amount of an in-

dividual's resources which may be ignored in determining need; (b) adequacy and frequency of investigations; (c) effects of old-age insurance, unemployment compensation, and any improvements in the facilities for health and medical care; and (d) availability of other types of public and private assistance.

(2) Population factors—(a) changes in mortality and morbidity rates, age by age; (b) the net effect of immigration and emigration; and (c) shifts in the age distribution of the population resulting from past changes in fertility, mortality, and net migration.

(3) Economic factors—(a) tax policy and taxing capacity of Federal, State, and local units, including a recognition of the existence of maximum tax and debt limits; (b) general business conditions; (c) social and national emergencies; and (d) the adequacy and continuity of private pensions and individual employer-induced thrift plans.

(4) Community attitudes and opportunities—(a) community attitudes toward older workers, toward the responsibility of relatives to provide support, and toward individual thrift; and (b) employment opportunities for the aged and their work capacity in connection with such opportunities.

The three items listed under population factors primarily affect estimates of the total aged population and seem to be the elements which involve the smallest range of relative error. Upon such a shifting foundation as that indicated by the other imponderable factors there must be developed some prediction as to the anticipated extent of dependency. In 1934, when the Committee on Economic Security estimated the costs of the social insurance and assistance programs, no exact quantitative measures of dependency were available for the country as a whole. The census of 1930 had shown such marked changes in the distribution of the population that projections for future years were open to question. European experience with the operation of similar programs could give only slight guidance for a country like the United States composed of 51 jurisdictions with varying political philosophy, industrialization, and urban-rural, age, and race distributions of the population. Moreover, the Committee's estimates were made in a period of marked business depression when no one could foresee with any

exactitude future trends in reemployment and wage rates. Many factors essential for deriving close estimates of future costs must be based on experience over a period of years in the operation of the program itself, and even these estimates are subject to correction and revision when significant new influences are brought to bear through changes in economic conditions or community attitudes.

The Committee developed two separate estimates of the costs of an old-age assistance program, giving slightly different weights to certain factors, and two additional estimates were made to take account of an old-age insurance program which, it was believed, would markedly affect the development of a residual old-age assistance program. If, within old-age insurance, there is a heavy movement into covered employment and also a heavy movement out of covered employment, there will be a large number of individuals who fail to qualify for old-age insurance benefits and another large number who qualify for only the minimum benefits.

The estimates of the Committee on Economic Security on costs of old-age assistance are particularly illustrative of many of the elements previously mentioned. Both series of estimates were made on a "year-of-operation" basis since it was impossible to determine exactly when payments would first be made because of uncertainty as to the time of enactment of Federal legislation and the exact time at which funds would become available. These figures, however, were presented on a fiscal-year basis.

The low estimate of the total amount of Federal grants for old-age assistance for the fiscal year 1936 took some account of administrative lag and resulted in a figure of \$72,200,000. The high estimate gave less recognition to the lag and is therefore more significant in respect to the later years. The act as passed in August 1935 authorized an appropriation of \$49,750,000 for the fiscal year 1936, but no funds were appropriated at that session of Congress. At the next session, in February 1936, an appropriation of \$24,660,000 was made available for the remainder of the fiscal year. Thus, the original authorization was only about 69 percent of the estimate and the actual appropriation was only 34 percent of the estimate. It is interesting to note that the actual disbursements for the months February-June 1936 closely approached the appropriation made for that period.

An analysis made on the basis of a complete year of operation, from February through January in successive years, shows that total obligations incurred for payments to recipients—including Federal, State, and local funds, but exclusive of any administrative expense—have fallen almost midway between the two estimates. For the fourth year of operation, running from February 1939 through January 1940, these actual obligations were about \$435 million, or 63 percent of the high estimate (\$688 million) and 132 percent of the low (\$329 million). For the years beginning February 1937 and February 1938, the corresponding figures were 82 percent and 127 percent and 74 percent and 137 percent, respectively.

An analysis of appropriations and actual expenditures in the first year of operation of the other two assistance programs shows the uncertainty of the administrative lag in respect to the number of State programs established and the speed with which they have expanded. The act as approved in August 1935 authorized an appropriation of \$24,750,000 for grants to States for aid to dependent children for the fiscal year ending June 30, 1936. The appropriation made in February 1936 for the remainder of the fiscal year was \$5,000,000, but the actual disbursements were only \$2,500,000. The appropriation originally authorized for aid to the blind was \$3,000,000, that made was \$2,000,000, and actual disbursements were only \$1,300,000. Since the States were slow in entering into these programs under the Social Security Act the amounts appropriated were too large.

Old-Age Insurance

Many of the factors applicable to old-age assistance are directly pertinent to old-age insurance, but for the latter some of these factors tend to be more influenced by statistical than by political and psychological forces, such as availability of other types of public or private aid and community attitudes and administrative procedures relative to government responsibility for the care of needy persons. Six relatively measurable elements involved in the prospective costs of the old-age insurance system are: (a) coverage and taxes or contributions; (b) mortality; (c) retirement rates and employment among the aged; (d) net migration and migration between covered and noncovered employment; (e) industrial ex-

pansion and technological development; and (f) operating expenses. Some recognition must be accorded also to certain more intangible factors, such as the relationship of the level of old-age assistance payments in various localities to the level of the old-age insurance benefits.²

The primary purpose of actuarial cost estimates for old-age insurance is to show the magnitude and incidence of the financial impact of the system upon the national economy. Estimates of the number of persons who pay taxes in a given year or the number possessing insured status are necessary from an administrative viewpoint but are only collateral to cost estimates. Because of the unpredictable factor of job turn-over, the Committee on Economic Security felt that it was too difficult to attempt to estimate the number of *different* individuals who would earn credited wages. In calculating the total taxable pay roll to be used as the tax and benefit bases for 1937, it was assumed that there would be in that year 25.3 million man-years of covered employment at an assumed average wage of \$1,100, i. e., the equivalent of that number of full-time jobs filled continuously throughout the year. This assumption was considered by some persons to mean a prediction of only 25.3 million different individuals who would receive taxable wages within the year. There was, therefore, some popular confusion when reports showed that, as of the end of 1937, some 36.7 million individuals had received account numbers and that some 32.0 million persons had received taxable wages. Subsequent studies have indicated that the estimate of 25.3 million man-years of covered employment in 1937 was, if anything, slightly too high rather than considerably too low. From a cost standpoint, however, this figure served its purpose well since, as will be seen in subsequent discussion, the actual tax receipts have been within 1 percent of the tax estimates based on this estimated total volume of covered employment.

Lag has been of marked importance in the development of the actual claims experience of the old-age insurance system. The original estimates for claims and benefit costs were prepared largely with the long-range costs in mind and for current costs incurred within a period rather than

² For an analysis of these factors, see Williamson, W. R., "Cost Factors in Old-Age Insurance," *Social Security Bulletin*, Vol. 1, No. 7 (July 1938), pp. 3-15.

for current cash disbursements within that period. It was recognized that the interim between the time individuals became eligible for benefits and that at which they filed claim for benefits, and also the period of time necessary to handle claims, could be better understood after the program had been in operation.

It was thus anticipated that the actual claims experience for the first year would be perceptibly lower than the estimates of current costs incurred. This difference would result not only from the administrative lag in the filing and adjudication of the claim, but also from the fact that many claims would not be filed at all because of the very small amounts payable. In 1937 the actual benefit payments were only about 22 percent of those set down for the first year in the cost estimate. For the next two years this ratio was approximately 55 percent. Subsequent studies have indicated that if the element of administrative lag were eliminated by allocating benefit payments to the year when the claimant became eligible rather than to the year when the claim was first certified for payment, the ratio of actual cost to expected cost was about 60 percent for each of the first 3 calendar years. The remaining 40 percent disparity can be accounted for partially by the claims which were never filed (either because they were too small or because the beneficiaries lacked knowledge of their rights) and partially by a normal margin of error which is to be anticipated in estimates of this type.

In 1940 a much more accurate and complete analysis of claims experience in the early years is possible than at the time of making the 1934 estimates. The 1937 wage data—while still not quite complete because of noncompliance errors in employer reporting and other factors—indicate rather closely how many persons became eligible in 1937 for lump-sum payments. There were about 89,300 persons with 1937 wage credits who were born in 1872 and must have attained age 65 in 1937 unless they died prior to their birthday. The estimate of such deaths before the sixty-fifth birthday is 1,700. The remainder, some 87,600 individuals, would have been eligible under the 1935 act to file claims for lump-sum payments at age 65. This number represents 71 percent of the estimate of the Committee on Economic Security—which was 123,000—a figure developed from certain crude age-distribution data of indus-

try and commerce as shown in the 1930 census. Apparently, in 1937, after several years of depression experience there were somewhat fewer persons aged at least 64 but less than 65 in covered employment than had been anticipated on the basis of data for the gainfully employed in the 1930 census.

In 1937 about 34,500 claims were filed for lump-sum payments at age 65; of these, 27,400 were certified within the year. It is estimated that some 40,000 additional claims were certified after 1937 for persons who attained age 65 in 1937. While, therefore, the claims filed in 1937 represented only about 28 percent of the original estimate of potential claimants, inclusion of delayed claims increases the ratio of actual claims certified to estimated claims to 55 percent. It was estimated that 191,300 claims for death payments would be filed in 1937 by survivors of covered workers who had died before they attained age 65; the total of such claims for the year, including those filed subsequently, was about 73,200 or 38 percent of the number estimated. These figures give certain quantitative confirmation of the possible range in total amounts of benefit payments. The administrators of a new program are anxious to obtain facts relative to the program and are disappointed when apparent facts seem too far out of line with advance estimates. Even now, however, claims for death occurring in 1937 may be filed. Thus even the 62-percent deviation between anticipated and actual claims for death payments may later be hammered down somewhat. It should also be recognized that these results have developed in connection with rather unimportant lump-sum benefits and that the new program of monthly benefits and the greater importance of the claim to the recipient will result in the filing of a much larger proportion of the incurred claims.

This analysis indicates quantitatively the great difficulty in making actuarial estimates for the early years of operation of a social insurance system; first, because of the natural lag in filing claims (of the workers who attained age 65 in 1937 and who received lump-sum payments, only 51 percent filed their claims in 1937); second, because of the newness of the program which resulted in the failure of many individuals to file at all (only 77 percent of those who attained age 65 in 1937 and had wage credits actually received lump-sum pay-

ment in or after 1937); third, because of the administrative lag normally necessary in adjudicating claims (only 79 percent of the claims filed in 1937 were certified in that year); and fourth, because of the inevitable errors arising in any estimates and especially in estimates based necessarily on rather remote census information (persons who attained age 65 in 1937 and had wage credits were 29 percent less in number than had been estimated).

Unemployment Compensation

The State unemployment compensation programs were much less subject to advance estimate than was the program of old-age benefits. While in 1940 unemployment compensation laws are in operation in every State, the Territories of Alaska and Hawaii, and the District of Columbia, the anticipated lag in the enactment of the necessary State laws was regarded as so difficult to appraise that no advance estimates of benefit payments in future years were published by the Committee on Economic Security.

In deriving estimates of the costs of an unemployment compensation system some quantitative weight must be assigned to each of the following factors which affect financial operations:

(1) Legislative and administrative factors—(a) coverage, involving number of individuals protected and their prospective wages; (b) prospective tax or contribution rates; (c) benefit provisions, including eligibility and waiting-period requirements and variable duration provisions as well as the maximum duration permitted under the law; (d) extent of claim and other lag within the administration of the program; (e) operating expenses, including in particular the especially important expenses of employment service; and (f) the existence of other provisions such as Federal work programs as alternative measures for relief of unemployment.

(2) Economic factors—(a) the influence of the business cycle; (b) industrial diversity within the State; (c) labor turn-over (accessions to employment and employment terminations); (d) interims of unemployment or noncovered employment between successive periods of covered employment and the number of such unemployment periods distributed among the employees, resulting from the migration of workers between employers, between covered and noncovered employment, and between covered employment and unemploy-

ment; and (e) the extent to which individuals within the family other than the customary wage earner enter the labor market because of business conditions and so augment the labor force.

(3) Employer practices—(a) hiring policies and work stabilization policies and (b) extent of work sharing—practices closely related to economic factors.

The Committee on Economic Security made certain estimates (which were not published in full) as to the presumptive relationships between covered employment and the unemployment properly assignable to the covered area, and between the wages of the compensable labor force and the presumptive benefits to covered workers. This analysis was carried through for the period of years beginning with 1922 and ending with 1933. The specific benefit provisions to be incorporated within any State law were as yet unknown. This study therefore was made on a Nation-wide basis and so was subject to considerable error in its applicability to a single State. Studies were completed showing the wide range in unemployment between States; variations in employment and unemployment by calendar years; the effect of excluding sickness or disability whether compensable under workmen's compensation or not; differences in rates of return to work; quantitative effects of disqualifications resulting from (a) discharge for cause, (b) voluntary leaving and reemployment, (c) labor disputes, and (d) limited duration of benefits; effect of varying waiting periods; effect of a requirement of actual work in at least 20 weeks in a calendar or benefit year (a requirement contemplated but now largely replaced by a minimum amount of earnings within the base period); distribution of spells of unemployment within the calendar or benefit year; extent of part-time, seasonal, and depressional unemployment as distinct from other unemployment.

The Committee's concern in 1934 was focused on estimating the probable coverage of a Nation-wide system, the probable amount available for benefits under varying contribution rates applied to covered pay rolls, and the duration of unemployment among the compensable labor force of the country. From census data on gainful workers, the censuses of unemployment, Bureau of Labor Statistics reports on industrial pay rolls and average wages, labor turn-over rates, and studies of the duration of unemployment in a few areas, there

were constructed estimates of the employed covered labor force in the United States from 1922 through 1933, the compensable wage loss from unemployment, and the amount available for benefits if 3, 4, or 5 percent of wages were collected as contributions for benefit purposes. The total compensable wage loss, distributed by duration of unemployment, was adjusted to take account of such special provisions in an assumed unemployment compensation program as eligibility requirements, disqualification provisions, special treatment of part-time unemployment, and the like.

The estimates prepared by the Committee on Economic Security made no attempt to forecast trends in benefit payments. Too many variables were dependent upon State action. Instead there were arrayed estimates for past experience under a hypothetical Nation-wide unemployment compensation system established in 1922 with benefits first payable in 1924. The Committee's estimates indicated 1929 as the year of greatest covered employment and least compensable unemployment during the 12-year period 1922-33. It was estimated that a total of 20.7 million man-years were represented by the employed gainful workers covered by the unemployment compensation system in 1929; the compensable wage loss in that year was estimated as \$850 million, representing approximately 1.2 million man-years of unemployment or less than 3 percent of the estimated covered pay roll of \$33 billion, and less than 6 percent of the aggregate man-years of covered employment. This compensable portion of wage loss was estimated on the assumption that benefits would be roughly 50 percent of wages—but not more than \$15 a week—without allowance for waiting period or limits to the duration of benefits. Pay-roll collections at 3 percent of wages were estimated as amounting to \$991 million in that year, or about \$48 per man-year of covered employment.

The estimates of the Committee on Economic Security did not assume that a man-year of employment represented the work of a single individual. It was recognized that many more than 20.7 million workers might be engaged for a portion of the year in carrying on the work of 20.7 million full-time jobs and that the 1929 experience would not justify a tax rate as low as 3 percent of pay rolls for benefits and administrative expenses in a compensation plan not limited by

waiting periods or maximum periods of benefit. The adjustments for such limitations were made not for any single year but for a long period of time. It was also recognized that one of the least dependable arbitrary decisions in selecting the bases for computation was that of allocating all unemployment to covered and noncovered services.

It is of interest to compare these outside estimates for 1929 with State reports for employment of covered workers, collections of contributions, and benefit payments in 1938. According to these reports, a total of 28 million workers were engaged at some time in 1938 in employments covered by the laws of the 51 jurisdictions; it has been estimated that this employment represented 19.8 million man-years of employment covered by these laws. This latter figure is comparable to the Committee's estimate of 20.7 million man-years of covered employment in the prosperous year 1929. The difference may be ascribed to factors such as the specific coverage provisions of the State laws and the variations between employment in 1929 and 1938.

Benefit payments in 1938 were made by only 31 jurisdictions which paid a total of nearly \$400 million in compensation for total and partial unemployment. The total assessable pay roll in 1929 was estimated as \$33 billion; reports for all 51 jurisdictions indicate a total of \$27.6 billion as the pay roll subject to contributions for unemployment compensation in 1938.

Figures presented by the Committee for compensable wage loss in 1929 cannot be compared with any data derived from actual experience in 1938. The nearly \$400 million paid in benefits for total and partial unemployment in that year represents disbursements by only 31 jurisdictions, whereas the wage loss for 1929 was computed for the country as a whole. Moreover, State differences in benefit formulas, eligibility requirements, benefit duration, and lack of information on many essential factors would invalidate any attempt to relate benefits paid to the wage loss incurred by workers. It is generally believed that the unemployment in 1938 was much more prevalent and of longer duration than in 1929. Estimates for 1929 assumed that the unemployment compensation program had been in operation for many years and that a large proportion of the unemployment in the covered labor force, in the absence of disqualifying

conditions, would be compensable. In 1938 workers had had only a relatively short time in which to establish benefit rights, hence many were not eligible for benefits; moreover, the disqualifications imposed by State law greatly reduced the amount of compensable unemployment.

From the studies and estimates of the Committee on Economic Security the recommendation was incorporated in the Social Security Act that contribution rates in behalf of benefit payments should reach at least 2.7 percent of taxable pay rolls by the third calendar year of the operation of the program (the first calendar year of benefit payments). It was believed that this rate would very likely provide the funds needed to finance the type of benefits which States would probably adopt and that it could maintain a long-range balance in all States except those with very limited diversification of industry. The long-range estimate that 2.7 percent of taxable pay rolls is the appropriate amount to finance benefits can be verified only after many years of experience on the basis of stable benefit schedules. It was not until July 1939 that benefits were payable in all 51 jurisdictions. The forces of lag, so apparent in connection with old-age benefit payments, are obviously present also in the operation of unemployment compensation. There is a further most important element of lag in the residual installments of benefit payment yet to be made to current claimants as a result of current periods of unemployment. Present information on the operation of unemployment compensation raises questions, in some States, concerning the adequacy of the benefits which may be financed by a level of contributions representing approximately 2.7 percent of pay rolls.

Estimates of Taxes

Tax estimates must take into account most of the factors which affect estimates of benefit outlay under the insurance program, since collections as well as benefits will vary widely with changes in coverage, rates of unemployment, and wage levels. Administrative factors must also be considered. The payment of taxes, in contrast to the filing of claims for benefits, is compulsory, and evasions are dealt with by the appropriate enforcement machinery. Moreover, the preponderance of total taxes is collected from a relatively small group of employers so that administrative

difficulties are less than those which arise in the case of benefit payments, which are made in small amounts to many individuals. For these various reasons it is believed that less adjustment is necessary in estimating new taxes on the basis of total existing tax payments than is necessary in estimating the extent of benefit payments for which no claim has been made.

The Social Security Act of 1935 provided two new Federal taxes. Title VIII, now the Federal Insurance Contributions Act, instituted a graded tax schedule starting at 2 percent for the period 1937-39 on almost identically the same wages as those for which benefit credit was to be given under the old-age insurance program. Title IX, now the Federal Unemployment Tax Act, provided for a tax at the rate of 1 percent for 1936, 2 percent for 1937, and 3 percent for 1938 and subsequent years, on a somewhat different base from that of title VIII. However, only 10 percent of the title-IX tax is payable to the Federal Government if contributions at least equal to the other 90 percent are paid into an approved State unemployment compensation fund.³ As in the case of previous estimates, those for the tax yield under these titles were prepared on an incurred basis, i. e., the amounts payable with respect to wages in each of the given calendar years rather than the cash amounts actually to be received by the Treasury during a given year.

Actual tax receipts under title VIII with respect to the calendar year 1937 were about 4 percent greater than the estimate of the Committee on Economic Security. For 1938 the actual receipts were 7 percent lower than the estimate, while for 1939 they were 3 percent higher. The total receipts for the 3-year period differed by less than 1 percent from the original estimate.

The estimates for title-IX taxes were made on the arbitrary "assumption" that no State would have an approved unemployment compensation law providing the 90-percent credit to employers. Since all States now have such laws the actual receipts are only about 10 percent of what they would have been under the "assumed" basis. The actual experience on this basis may be obtained only by estimating the "theoretic tax yield." This somewhat academic item is calculated from various

³ Under an approved experience rating program credit may be claimed by employers for the full 90 percent of the Federal tax even if contributions to the State fund are less than the full credit.

tax data giving some indication of taxable payroll. Once the latter is known the "theoretic tax yield" may be readily obtained by applying the tax rate applicable in a given calendar year. The resulting "theoretic tax yields" under title IX for 1936 and for 1937 were about 20 percent higher than the estimate of the Committee on Economic Security, but for 1938 and 1939 only about 2 percent and 10 percent higher, respectively—an average difference for the 4-year period of about 10 percent.

Summary

For purposes of comparability, particularly to measure one type of benefit provision against another, definite values seem required for each of the basic factors in the costs of a social insurance or assistance program. These factors are variables, many of them interdependent and all dependent upon other factors. As a result estimates of prospective costs cannot be valid for any one year and only general cost concepts can be determined for longer periods.

The place of costs in social insurance is quite different from that in private individual insurance. The structure of individual insurance companies in the United States has been developed in such a way that bases for stabilizing many of the assumptions have been determined and are scrupulously followed by the insurance companies under the supervision of the State insurance departments. Both the insurance companies and the insurance

departments recognize fully the presumptively wide range in expected costs, even though definite cost figures are set down within the insurance companies' annual statements. For social insurance there has not been general understanding of the factors involved in estimates and particularly of the fact that ranges in prospective costs are essentially wider than in private insurance.

The foregoing discussion, therefore, has attempted to indicate why many of the basic factors taken into account in preparing cost estimates have been rather arbitrarily assumed, the more so since much information needed for estimates could be obtained only through actual operation of the system. In the social security program many of the administrative decisions which help to determine both coverage and costs are being made currently, and many are yet to be made. In a social insurance program, moreover, it is reasonable and historically sound to anticipate that there will be modifications of the program from time to time—such, for example, as that already effected in the 1939 amendments to the Social Security Act—to make it reflect more accurately the purposes originally conceived by the legislators, to adjust its provisions to social change, and to broaden its objectives as experience shows that such a development is feasible. For all these reasons, as well as the arbitrary nature of assumptions on which any actuarial estimates must be erected, such estimates must be considered as a guide to future action, not a prediction.

Financing Social Security Programs: Federal Operations, 1937-39

THE SOCIAL SECURITY ACT, in addition to establishing a Federal program for old-age benefits, authorizes Federal grants to States for administering unemployment compensation and for establishing or expanding programs for public assistance, maternal and child welfare, public health, and vocational rehabilitation. The measure also imposed two new Federal taxes, since incorporated in the Internal Revenue Code as the Federal Insurance Contributions Act and the Federal Unemployment Tax Act, and set up two new accounts in the Federal Treasury, the old-age reserve account and the unemployment trust fund.

The two insurance programs of the act—Federal old-age insurance and Federal-State unemployment compensation—are supplemented by two analogous programs administered by the Railroad Retirement Board for employees of interstate carriers. The Railroad Retirement Act established a Federal system of old-age insurance for railroad workers with limited provisions for disability and for survivors of insured workers, financed by contributions from carriers and their employees required under the Carriers Taxing Act; the Railroad Unemployment Insurance Act provides a Federal system of unemployment compensation financed by contributions from interstate carriers. These statutes for railroad workers specifically exempt carriers and their employees from the taxes and other insurance provisions of the Social Security Act. Under the Railroad Retirement Act a separate railroad retirement account is maintained in the Federal Treasury; the account for railroad unemployment insurance is maintained within the unemployment trust fund established under the Social Security Act for contributions collected by States under their unemployment compensation laws. A summary of the relationships of Federal receipts and expenditures for social insurance programs, Federal expenditures for public assistance and public health and maternal and child welfare under the Social Security Act, and all other Federal receipts and expenditures (table 1, p. 234) includes data for the insurance programs administered by the Railroad Retirement Board.

Receipts and Expenditures

Social insurance taxes accounted for 10.2 percent of total Federal receipts in 1937, 11.2 percent in 1938, and 14.3 percent in 1939. Federal collections of the excise tax on employers and the income tax on their employees imposed by title VIII of the Social Security Act (now the Federal Insurance Contributions Act) represented the major part of total social insurance receipts. Federal collections of the tax on employers of eight or more (formerly title IX of the Social Security Act and now the Federal Unemployment Tax Act) were a smaller part of the total, since employers credited, against as much as 90 percent of this tax, amounts which they had paid to States as contributions under State unemployment compensation laws approved by the Social Security Board. Until July 1, 1939, this Federal tax was also applicable to interstate carriers; the first taxes under the separate Railroad Unemployment Insurance Act were collected in the last quarter of 1939.

Federal expenditures as set forth in table 1, page 234, for the 3-year period 1937-39 include transfers to the old-age reserve and railroad retirement accounts and Treasury advances to the railroad unemployment insurance account, as well as disbursements for grants to States under the Social Security Act and for Federal administration of the insurance, assistance, and welfare programs under that act and related legislation. Expenditures for these programs constituted 10.4 percent of total Federal expenditures in 1937, 9.6 percent in 1938, and 11.0 in 1939. Transfers to the old-age reserve account represented the largest single item of expenditure for the social security program in each of these years. Grants to States for old-age assistance constituted the next largest single item, 2.0 percent of the total Federal expenditures in 1937, 2.3 percent in 1938, and 2.3 percent in 1939. Grants to States for administration of unemployment compensation programs have shown a steady increase in the 3 years with the increase in the number of jurisdictions paying unemployment benefits. These grants include payments to States for the expansion and adminis-

tration of public employment offices in connection with the unemployment compensation program, but do not include Federal grants under the Wagner-Peyser Act, which, with the transfer of the United States Employment Service to the Social Security Board as of July 1, 1939, is administered by the Board.

Investments held by the old-age reserve account, the railroad retirement account, and the unemployment trust fund have represented during these 3 years an increasing proportion of all outstanding Federal public debt. The old-age reserve account, which held only 0.4 percent of the total public debt at the end of the first quarter of 1937, accounted for 3.4 percent of the total at the end of the fourth quarter of 1939. Similarly, the unemployment trust fund now holds a relatively larger portion of the total debt. At the end of the first quarter of 1937 the investments of the fund accounted for 0.5 percent of the total public debt; at the end of the last quarter of 1939, for 3.6 percent. The old-age reserve account and the unemployment trust fund have, moreover, absorbed large portions of the increases in the interest-bearing public debt in the 3-year period. During 1937 these trust funds acquired 35.7 percent of that year's increase in the interest-bearing public debt; in 1938, 36.0 percent of the increase; and in 1939, 40.0 percent of the increase.

Federal, State, and Local Expenditures for Public Assistance

The foregoing discussion of expenditures for social security purposes takes no account of State and local funds used in Federal-State programs. Section IV should be consulted for data on contributions collected and benefits paid under State unemployment compensation laws, and section V for payments to recipients of public assistance from Federal, State, and local funds. Federal old-age and survivors insurance and the two insurance programs for railroad workers are wholly Federal in administration and in financial operations, and Federal grants to States for unemployment compensation administration cover State administrative costs of that program. The Federal funds cover only a part of the total expenditures for the social security programs. Federal grants to States under Federal-State programs are not certified until the Federal agency responsible for approval of State plans is assured that the

plans submitted and the operation of the State programs are in accord with the provisions of the Federal legislation which determine the conditions of Federal participation and the relation of Federal grants to funds made available by the State.

Payments to recipients of public assistance under the Social Security Act are made from Federal, State, and local funds. Expenditures for these assistance payments to individuals, excluding costs of administration, amounted to \$556.8 million in 1939. Federal funds accounted for \$243.2 million or 43.7 percent of the total, and State expenditures for \$239.1 million or 42.9 percent. Local governments provided \$74.5 million or 13.4 percent of aggregate assistance payments.¹

There are marked differences among the three programs in the proportions of total assistance costs supplied from Federal, State, and local funds, as shown in table 2, page 236. Federal funds represented 48.0 percent of total payments for old-age assistance and 43.3 percent for aid to the blind, but only 26.6 percent of the total expended for aid to dependent children. The smaller share of Federal funds for aid to dependent children reflected primarily the influence of the lower Federal matching ratio applicable to this program prior to January 1940—one-third, within limits specified by the Social Security Act, as compared with one-half for old-age assistance and aid to the blind.²

The Federal share of total payments is lower than the ratio of Federal participation authorized for each of the three programs because a substantial proportion of the States make some expenditures for assistance toward which Federal funds may not be used under the provisions of the Social Security Act. A number of States made some individual monthly payments which exceeded the maximum amounts in which the Federal Government was authorized to share. Although the Federal Government may contribute only toward money payments to recipients, many States expend funds also for various services to recipients, such as medical care, hospitalization, and burials, and for assistance in kind. Under a few State plans, moreover, the provisions concerning persons

¹ For further particulars on the division of financial responsibility among Federal, State, and local governments, see *Social Security Bulletin*, Vol. 3, No. 7 (July 1940), pp. 45-52, and references to public assistance financing in Bibliographic Notes, p. 250.

² Effective Jan. 1, 1940, Federal matching ratio for aid to dependent children was increased to one-half by amendment of Aug. 10, 1939, to the Social Security Act.

Table 1.—Social security receipts and total Federal receipts, expenditures, and debt, by quarters, 1937-39

[In millions]

Item	1938												1939													
	1937				1938				1939				1937				1938				1939					
General and Special Accounts			Total	First quarter	Second quarter	Third quarter	Fourth quarter	Total	First quarter	Second quarter	Third quarter	Fourth quarter	Total	First quarter	Second quarter	Third quarter	Fourth quarter	Total	First quarter	Second quarter	Third quarter	Fourth quarter				
Receipts of Federal Government:	\$6,311.8	\$1,570.2	\$1,565.4	\$1,650.7	\$1,525.5	\$5,902.8	\$1,613.5	\$1,422.0	\$1,509.2	\$1,418.1	\$5,484.7	\$1,462.9	\$1,277.6	\$1,446.6	\$1,297.6	\$6,311.8	\$1,570.2	\$1,565.4	\$1,650.7	\$1,525.5	\$5,902.8	\$1,613.5	\$1,422.0	\$1,509.2	\$1,418.1	
Social insurance taxes:	612.0	63.3	189.0	163.9	225.8	673.1	170.7	170.0	165.8	166.6	705.2	179.8	181.9	181.9	181.9	612.0	63.3	189.0	163.9	225.8	673.1	170.7	170.0	165.8	166.6	
Federal insurance contributions:	492.8	48.5	145.8	151.9	473.5	84.6	170.7	170.0	171.3	172.8	607.6	173.5	173.5	173.5	173.5	492.8	48.5	145.8	151.9	473.5	84.6	170.7	170.0	171.3	172.8	
Unemployment taxes:	807.6	14.7	43.0	11.9	48.8	55.7	170.7	170.0	171.3	172.8	607.6	173.5	173.5	173.5	173.5	807.6	14.7	43.0	11.9	48.8	55.7	170.7	170.0	171.3	172.8	
Carriers Taxing Act:	683.5	.7	.7	.7	.7	110.9	68.2	90.7	96.9	96.9	97.8	667.7	172.7	172.7	172.7	172.7	683.5	.7	.7	.7	.7	110.9	68.2	90.7	96.9	96.9
Railroad Unemployment Insurance Act:												287.4	173.5	173.5	173.5	173.5										
All other:																										
Expenditures of Federal Government:	5,699.8	1,506.9	1,376.4	1,486.8	1,299.7	5,319.7	1,472.8	1,252.0	1,343.4	1,251.5	4,609.9	1,234.5	1,234.5	1,234.5	1,234.5	5,699.8	1,506.9	1,376.4	1,486.8	1,299.7	5,319.7	1,472.8	1,252.0	1,343.4	1,251.5	
Social Security Act--Total:	8,188.8	1,939.0	2,559.4	1,908.5	1,781.9	8,439.6	1,795.7	2,139.7	2,196.4	2,307.8	9,453.9	2,224.8	2,481.0	2,413.5	2,334.6	8,188.8	1,939.0	2,559.4	1,908.5	1,781.9	8,439.6	1,795.7	2,139.7	2,196.4	2,307.8	
Administrative expenses, total:	21.7	6.6	6.1	4.1	4.9	21.7	5.5	5.5	5.6	5.1	20.6	5.2	5.4	5.5	5.5	21.7	6.6	6.1	4.1	4.9	21.7	5.5	5.5	5.6	5.1	
Federal Security Agency, Social Security Board: Salaries, expenses, and wage records:	21.3	6.5	6.0	4.0	4.8	21.3	5.4	6.4	6.6	6.0	20.5	5.1	5.8	5.4	4.5	21.3	6.5	6.0	4.0	4.8	21.3	5.4	6.4	6.6	6.0	
Department of Commerce: Bureau of the Census: Salaries and expenses:	(9)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(9)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	
Department of Labor: Children's Bureau: Salaries and expenses:	3	47.1	44.8	52.4	79.4	302.3	67.7	72.5	76.5	86.1	333.8	76.6	81.2	82.5	83.5	3	47.1	44.8	52.4	79.4	302.3	67.7	72.5	76.5	86.1	
Grants to States for relief:	223.6																223.6									
Federal Security Agency:	208.2	45.4	41.2	48.5	75.7	286.0	62.3	67.8	73.0	81.9	316.8	72.6	76.5	76.5	76.5	208.2	45.4	41.2	48.5	75.7	286.0	62.3	67.8	73.0	81.9	
Old-age assistance:	(139.9)	(35.6)	(35.2)	(36.5)	(36.2)	(196.1)	(42.5)	(47.9)	(54.1)	(57.0)	(217.1)	(54.1)	(58.6)	(63.5)	(63.5)	(139.9)	(35.6)	(35.2)	(36.5)	(36.2)	(196.1)	(42.5)	(47.9)	(54.1)	(57.0)	
Aid to dependent children:	(13.3)	(3.8)	(3.2)	(3.8)	(3.8)	(13.1)	(3.4)	(3.8)	(3.8)	(3.8)	(13.0)	(3.4)	(3.8)	(3.8)	(3.8)	(13.3)	(3.3)	(3.2)	(3.8)	(3.8)	(13.1)	(3.4)	(3.8)	(3.8)	(3.8)	
Aid to the blind:	(23.8)	(3.5)	(3.9)	(5.2)	(11.1)	(56.4)	(13.6)	(18.0)	(21.0)	(21.0)	(59.9)	(15.9)	(15.9)	(18.7)	(18.7)	(23.8)	(3.5)	(3.9)	(5.2)	(11.1)	(56.4)	(13.6)	(18.0)	(21.0)	(21.0)	
Unemployment compensation:																										
Public Health Service: Public Health work:	6.3	2.1	1.8	2.2	2.2	8.0	2.2	2.3	2.1	2.1	8.5	2.2	2.2	2.4	2.4	6.3	2.1	1.8	2.2	2.2	8.0	2.2	2.3	2.1	2.1	
Department of Labor: Children's Bureau:	7.1	1.5	1.8	1.7	2.0	8.3	2.3	2.3	2.1	2.1	8.5	2.3	2.3	2.3	2.3	7.1	1.5	1.8	1.7	2.0	8.3	2.3	2.3	2.1	2.1	
Maternal and child-health services:	(3.5)	(0.8)	(0.9)	(1.0)	(1.0)	(3.8)	(0.8)	(0.8)	(0.8)	(0.8)	(3.9)	(0.9)	(0.9)	(0.9)	(0.9)	(3.5)	(0.8)	(0.9)	(1.0)	(1.0)	(3.8)	(0.8)	(0.8)	(0.8)	(0.8)	
Services for crippled children:	(2.4)	(0.5)	(0.6)	(0.7)	(0.7)	(2.0)	(0.6)	(0.6)	(0.6)	(0.6)	(2.1)	(0.6)	(0.6)	(0.6)	(0.6)	(2.4)	(0.5)	(0.6)	(0.7)	(0.7)	(2.0)	(0.6)	(0.6)	(0.6)	(0.6)	
Child-welfare services:	(1.2)	(0.2)	(0.3)	(0.3)	(0.3)	(1.6)	(0.4)	(0.4)	(0.4)	(0.4)	(1.7)	(0.4)	(0.4)	(0.4)	(0.4)	(1.2)	(0.2)	(0.3)	(0.3)	(0.3)	(1.6)	(0.4)	(0.4)	(0.4)	(0.4)	
Railroad Retirement Board: Salaries and expenses:	2.1	.4	.4	.5	.8	2.7	.7	.6	.7	.7	2.8	.7	.7	.6	.6	2.1	.4	.4	.5	.8	2.7	.7	.7	.6	.6	
Railroad Retirement Board: Insurance Act:																										
Transfers to oil-gas reserve account:	514.0	135.1	120.9	124.0	125.0	343.0	125.0	13.0	13.0	13.0	309.0	66.0	3.2	3.2	3.2	514.0	135.1	120.9	124.0	125.0	343.0	125.0	13.0	13.0	13.0	
Transfers to railroad unemployment insurance account:	92.0		44.0	48.0	141.9	141.9	45.0	9.4	9.4	9.4	43.0	44.5	96.7	19.5	19.5	19.5	92.0		44.0	48.0	141.9	141.9	45.0	9.4	9.4	9.4
All other:	7,335.4	1,749.8	2,378.2	1,683.5	1,523.9	7,637.9	1,552.3	2,038.7	1,901.6	1,901.6	2,075.3	8,415.0	1,185.5	2,232.3	2,117.8	2,086.0	7,335.4	1,749.8	2,378.2	1,683.5	1,523.9	7,637.9	1,552.3	2,038.7	1,901.6	1,901.6
Excess receipts (+) or expenditures (-)	-1,877.0	-368.8	-94.0	-257.8	-256.4	+113.5	-34.6	+409.7	+42.7	+184.9	+221.8	-846.6	+509.3	+197.8	-111.8	+250.7	-1,877.0	-368.8	-94.0	-257.8	-256.4	+113.5	-34.6	+409.7	+42.7	
Trust Accounts, etc. ^b	+71.6	-32.7	+25.4	+113.5	-34.6	+409.7	+42.7	+184.9	+221.8	+184.9	+221.8	-846.6	+509.3	+197.8	-111.8	+250.7	+71.6	-32.7	+25.4	+113.5	-34.6	+409.7	+42.7	+184.9	+221.8	

General Fund	
Change in balance.	+1,066.9
Public Debt (end of period)	
Total.	-80.2
Old-age reserve account.	+727.7
Railroad retirement account.	+306.2
Unemployment trust fund.	+113.2
All other.	+110.6
Total.	37,279.3
513.1	34,728.2
30.0	36,424.6
621.7	36,875.1
36,691.3	36,466.0
Old-age reserve account.	+167.5
Railroad retirement account.	+110.6
Unemployment trust fund.	+113.2
All other.	+727.7
Old-age reserve account.	-924.4
Railroad retirement account.	-105.0
Unemployment trust fund.	+762.5
All other.	+762.5
Old-age reserve account.	-607.3
Railroad retirement account.	-551.3
Unemployment trust fund.	+306.0
All other.	+306.0
Old-age reserve account.	-551.3
Railroad retirement account.	-060.5
Unemployment trust fund.	+298.5
All other.	+298.5

¹ Excludes public-debt retirement. Based on checks cashed and returned to the U.S. Treasury.
² Less than \$100,000.
³ Excludes grants to States under the Wagner-Peyser Act administered by Social Security Board after July 1, 1939, under reorganization plan. Wagner-Peyser grants included in "all other" expenditures of Federal Government.

⁴ Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

^a Advances to railroad unemployment insurance account by Treasury pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act, and repair in January 1940.

^b Includes all trust accounts, increment resulting from reduction in weight of the gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

Source: Compiled from Daily Statement of the U. S. Treasury.

who may receive assistance are broader than the provisions of the Federal statute relating to persons for whose assistance Federal funds may be used.

Old-Age Reserve Account

Although the rate of old-age insurance contributions has been the same since title-VIII taxes were first collected in the first quarter of 1937, collections have varied with changes in coverage, in business activity, in administrative procedures during the period, and with the increasing effectiveness of collecting the contributions. The decline in the first quarter of 1938 was caused partly by the shift from a monthly to a quarterly collection period. Collections in 1939, based on the pay rolls of the last quarter of 1938 and the first three quarters of 1939, reflect the industrial rise in the third quarter of 1939. Contributions during the last quarter of 1939 reached a record high of \$153.1 million, reflecting not only the large pay rolls during the preceding quarter but also the retroactive taxes then payable with respect to wages of persons 65 years of age and over, as pro-

Table 2.—Expenditures for assistance to recipients of the special types of public assistance in States with plans approved by the Social Security Board, by program and by source of funds, 1939¹

Program	Total	Federal funds	State funds	Local funds
Amount (in thousands)				
Total	\$556,759.7	\$243,168.6	\$239,114.4	\$74,476.7
Old-age assistance.....	433,575.2	208,317.4	182,004.8	43,253.0
Aid to dependent children.....	110,744.7	29,463.8	52,557.3	28,723.7
Aid to the blind.....	12,439.8	5,387.5	4,552.3	2,500.0
Percentage distribution by program				
Total	100.0	100.0	100.0	100.0
Old-age assistance.....	77.9	85.7	76.1	58.1
Aid to dependent children.....	19.9	12.1	22.0	38.6
Aid to the blind.....	2.2	2.2	1.9	3.3
Percentage distribution by source of funds				
Total	100.0	43.7	42.9	13.4
Old-age assistance.....	100.0	48.0	42.0	10.0
Aid to dependent children.....	100.0	26.6	47.5	25.9
Aid to the blind.....	100.0	43.3	36.6	20.1

¹ Includes obligations incurred or disbursements for direct assistance to recipients, medical care, hospitalization, burials, and assistance in kind; excludes all costs of administering programs. Basis of computation differs from that used in table 1, p. 234, for Treasury checks issued for account of Federal grants to States and from that used in table 3, sec. V, p. 172, for obligations incurred from Federal, State, and local funds for payments to recipients.

Table 3.—Old-age insurance: Taxes collected under Federal Insurance Contributions Act, transfers from appropriation to old-age reserve account, interest received, benefits paid, and funds available for benefits, by quarters, 1937-39¹

[In thousands]						
Year and quarter	Insurance contributions collected	Transfers from appropriation to account	Interest received	Benefits paid	Amount available for benefits ²	
1937						
First quarter	\$48,508	\$135,100		\$0	\$135,100	
Second quarter	115,838	129,900	\$2,262	27	267,173	
Third quarter	151,907	124,000		254	390,981	
Fourth quarter	146,561	125,000		736	515,245	
1938						
First quarter	84,634	125,000		1,919	638,326	
Second quarter	131,304	13,000	15,412	2,495	664,231	
Third quarter	128,779	109,000		2,459	770,770	
Fourth quarter	128,810	96,000		3,174	853,596	
1939						
First quarter	133,292	137,000		3,720	996,875	
Second quarter	139,477	161,000	26,951	4,538	1,180,236	
Third quarter	141,761	134,000		3,405	1,310,831	
Fourth quarter	153,076	134,000		2,500	1,442,329	

¹ For data on the status of the old-age reserve account and collection of insurance contributions by months, see *Social Security Bulletin*.

² Represents investments and cash with disbursing officer at end of period. To the amount available for benefits at the beginning of each period there are currently added transfers from appropriation and interest on investments minus benefit payments. The amount available for benefits plus the unexpended appropriation balance accounts for total assets of the fund. Interest of less than \$100,000 (except interest of \$62,000 received in the second quarter of 1937 and transferred to the disbursing officer in the third quarter) is credited to the appropriation balance. Collections of improper payments similarly were credited to the appropriation balance in the following amounts: 1938, second quarter, \$159; third quarter, \$948; fourth quarter, \$516. 1939, first quarter, \$417; second quarter, \$795; third quarter, \$635; fourth quarter, \$1,461.

Source: Compiled from Daily Statement of the U. S. Treasury.

vided in the 1939 amendments to the Social Security Act.

From 1937 through 1939, monthly transfers were made to the old-age reserve account from the annual appropriation to the account (table 3 above). On December 31, 1939, the assets of the old-age reserve account, including \$282.1 million in the unexpended balance in the appropriation, amounted to \$1,724.4 million.³

Benefits paid from the old-age reserve account reached a high of \$4.5 million in the second quarter of 1939; thereafter, as a result of the changes in the original provisions for lump-sum payments, they declined. These payments, after August 10, 1939, represent almost wholly lump sums paid to

³ The assets of the account were transferred to the Federal old-age and survivors insurance trust fund on Jan. 1, 1940. The Board of Trustees decided for the remainder of the fiscal year 1939-40 to make quarterly transfers to the trust fund from the unexpended balance of the 1939-40 appropriation. The 1939 amendments provide that after June 30, 1940, there shall be a permanent and continuing congressional appropriation to the trust fund equivalent to 100 percent of taxes (including interest, penalties, and additions to taxes) received under the Federal Insurance Contributions Act and covered into the Treasury.

the estates of deceased workers. Under the 1939 amendments to the act, lump-sum payments to covered workers who attain the age of 65 were discontinued and the taxable wages of workers who might have been eligible for these lump-sum payments are counted, instead, toward eligibility for monthly benefits. The first check for payment of monthly benefits under the amended provisions was issued on February 1, 1940. Although no lump-sum payments at age 65 were certified after the enactment of the 1939 amendments, more than \$14 million represented lump-sum payments at age 65 and at death during 1939; \$10 million in 1938; and \$1 million in 1937, the first year of payments under the Federal old-age insurance program.

Funds available for benefits totaled \$1,442.3 million as of December 31, 1939. Of this amount, \$1,435.2 million represented 3-percent special Treasury notes; and \$7.1 million, cash with the disbursing officer.

Unemployment Trust Fund

Contributions collected under State unemployment compensation laws are deposited by the States in the Federal Treasury and held by the

Federal Government in the unemployment trust fund established by title IX of the Social Security Act. From the State accounts maintained in this fund, amounts are withdrawn by the States to meet benefit payments.

At the end of 1939, the fourth calendar year of operation of the unemployment trust fund, aggregate balances in the State accounts totaled \$1,500.0 million, an increase of \$427.7 million during 1939. Deposits to the credit of the railroad unemployment insurance account, established in the fund during the third quarter of 1939, totaled \$14.5 million by the end of the year. These deposits consist of 90 percent of the railroad unemployment insurance contributions collected by the Railroad Retirement Board; in addition, there was to the credit of the account at the end of the year \$0.6 million representing preliminary amounts transferred from State unemployment funds. A \$15-million Treasury advance was made available to the account during the year; this amount was repaid in January 1940. Net investments in 2½-percent certificates of indebtedness in the unemployment trust fund during 1939 amounted to \$445.0 million, bringing

Table 4.—Status of unemployment trust fund, by quarters, 1936-39

[In thousands.]

Year and quarter	Total assets at end of period	Certificates of indebtedness required	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals	Balance at end of period	Transfers from State accounts	Deposits	Benefit payments	Balance at end of period
1936											
First quarter	\$6,500	\$6,500	\$0	\$6,500	-----	\$0	\$6,500	-----	-----	-----	-----
Second quarter	18,949	12,409	49	12,358	\$92	0	18,919	-----	-----	-----	-----
Third quarter	34,087	15,109	69	15,188	(1)	50	34,087	-----	-----	-----	-----
Fourth quarter	64,906	29,765	1,123	30,456	462	100	64,906	-----	-----	-----	-----
1937											
First quarter	195,948	123,430	8,735	131,542	-----	500	195,948	-----	-----	-----	-----
Second quarter	312,389	125,082	94	114,516	2,275	350	312,389	-----	-----	-----	-----
Third quarter	467,249	145,639	9,315	155,260	-----	400	467,249	-----	-----	-----	-----
Fourth quarter	637,585	166,777	12,874	165,340	5,846	850	637,585	-----	-----	-----	-----
1938											
First quarter	750,061	118,954	6,396	188,160	57	75,740	750,061	-----	-----	-----	-----
Second quarter	884,247	128,335	12,247	238,901	9,270	113,985	884,247	-----	-----	-----	-----
Third quarter	957,739	78,000	7,739	202,192	30	128,730	957,739	-----	-----	-----	-----
Fourth quarter	1,072,283	114,000	8,283	200,011	103	85,570	1,072,283	-----	-----	-----	-----
1939											
First quarter	1,192,019	121,000	7,019	221,035	11,982	113,231	1,192,019	-----	-----	-----	-----
Second quarter	1,280,539	82,000	13,539	188,013	14,771	114,264	1,280,539	-----	-----	-----	-----
Third quarter	1,383,531	96,000	20,531	209,568	118	119,832	1,370,393	-----	-----	-----	-----
Fourth quarter	1,524,784	146,000	15,781	211,787	149	82,365	1,499,964	-----	-----	-----	-----

¹ Less than \$500.

² Certified by the Social Security Board to Secretary of the Treasury in behalf of State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

³ \$15 million was advanced by the Treasury to railroad unemployment

insurance account in July 1939 pursuant to sec. 10 (d) of Railroad Unemployment Insurance Act, and was repaid in January 1940.

⁴ Interest on redeemed certificates, totaling less than \$500, credited to this account in the third and fourth quarters.

Source: Compiled from Daily Statement of the U. S. Treasury.

total investments to \$1,509.0 million. Assets of the fund as of December 31, 1939, totaled \$1,524.8 million, of which \$1,500.0 million is credited to the State accounts and \$24.8 million to the railroad unemployment insurance account.

The initial period of rapid increase in unemployment reserves during 1937 was succeeded by a period of slower growth as an increasing number of States began benefit payments. Aggregate balances in the State accounts increased by \$572.7 million in 1937, by \$434.7 million in 1938, and by \$427.7 million during 1939. Many different factors influence the annual changes in the balance of State accounts. These factors, in relation to receipts, include changes in the magnitude of taxable pay rolls, the schedule of tax rates provided under State laws, earnings on investments, and the timing of tax collections and deposits in the unemployment trust fund; and in relation to expenditures, the initial date of benefit payments under various State laws, the volume of compensable unemployment, and the timing of withdrawals from the State accounts. In addition, during 1938 balances in the State accounts were increased by refunds of 1936 Federal unemployment taxes amounting to \$40.6 million made to the 15

jurisdictions whose unemployment compensation laws had not been approved prior to 1937. The balances in 1939 and earlier years also include unemployment contributions received by States from railroad carriers, since no transfers from the State accounts to the railroad unemployment insurance account, authorized by the Railroad Unemployment Insurance Act approved June 25, 1938, had been effected as of the end of 1939.⁴

The size and timing of State withdrawals from the unemployment trust fund during any month are related to a number of factors in addition to anticipated benefit payments, such as the surplus of previous withdrawals over previous benefits, interest payments, and State practice. The payment of interest on funds deposited to the credit of the State accounts provides some inducement for the States to maintain as large balances in the trust fund as is possible. Thus withdrawals may be made in small amounts at frequent intervals in order to take advantage of interest payable; some States, however, withdraw relatively large sums in order to decrease the number of transactions.

⁴ Except that adjustments in accordance with sec. 13 of the Railroad Unemployment Insurance Act had been made in behalf of Connecticut (see table 4, p. 237).

• VII •

BIBLIOGRAPHIC NOTES



Bibliographic Notes

The italic figure following a citation keys the numbered items in these notes to the list of publications (pp. 253-264) in which full reference details are given for the periodical, report, or reprint cited. Unnumbered entries are articles for which periodical, month, year, and page references are designated—for example, as Soc. Sec. Bull., Sept. 39, pp. 1-5.

References to the Bulletin include issues through April 1940; for additional data consult subsequent issues of the Bulletin and the Fifth Annual Report of the Social Security Board.

GENERAL

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For analyses of the source and amount of contributions and the accumulation and maintenance of a reserve, see Social Security in America (*A-22*); for special analyses, see "Cost Factors in Old-Age Insurance," *Soc. Sec. Bull.*, July 38, pp. 3-15; "Estimates of Persons With 1937 Wage Credits Who Attain Age 65 in Specified Years," *Soc. Sec. Bull.*, Dec. 39, pp. 17-22; "Financing Old-Age Insurance," *Soc. Sec. Bull.*, Apr. 39, pp. 19-23; The Aged Population and Social Security (*B-6*); Actuarial Cost Estimates for Suggested Plan (*B-5*); Financing the Social Security Act (*B-27*); An Analysis of Benefits and the Progress of the Old-Age Reserve Account Under Title II of the Social Security Act (*B-7*); An Analysis of the Costs of Duplicating the Benefits Under Title II by the Use of Insurance Company Contracts (*B-8*); Budgetary Plans for Financing of Old-Age Reserve Account, Fiscal Years 1938 and 1939 (*B-11*); Comparison of the Present Federal Old-Age Insurance Plan With Proposed Plan AC-1 (*B-12*); Comparison of Proposed Plans AC-10 and AC-11 With the Present Federal Old-Age Insurance Plan and Plan AC-1 (*B-13*); Comparison of a Proposed Revision of the Federal Old-Age Insurance Plan With the Present Plan (*B-14*); Cost Estimates for Alternative Old-Age Insurance Plans AC-2 to AC-9 as Suggested by the Advisory Council (*B-15*); Cost Estimates for Proposed Plan AC-13 (*B-16*, 17); Cost Estimates for Various Proposed Modifications of the Old-Age Benefits Under Title II (*B-18*); Cost Estimates (Revised) for Present Title II (*B-19*); Estimated

Composition of Beneficiaries Under Modified Title II Coverage as Set Forth in Various AC Plans (*B-24*); An Examination of the Reserve Problem (*B-25*); Insurance Company Costs for Duplicating Title II Benefits (*B-29*); Various Methods of Financing Old-Age Pension Plans (*B-33*).

Foreign Systems

For studies of foreign systems, see "British Contributory Pensions," *Soc. Sec. Bull.*, Apr. 39, pp. 14-18; "New Zealand Social Security Act," *Soc. Sec. Bull.*, May 39, pp. 3-9; "Old-Age Insurance for Agricultural Workers in Western Europe," *Soc. Sec. Bull.*, June 38, pp. 19-23; "Social Insurance for Special Groups in France," *Soc. Sec. Bull.*, Oct. 39, pp. 11-18; "Use of a Stamp System for Social Insurance in France," *Soc. Sec. Bull.*, June 39, pp. 18-22; Old Age in Sweden: A Program of Social Security (*A-19*); An Outline of Foreign Social Insurance and Assistance Laws (*A-20*); Principal Provisions of Foreign Compulsory Contributory Insurance Laws Covering the Risks of Old Age, Invalidity, and Death (*A-33*); Social Insurance for Salaried Employees in Austria (*A-29*); Social Insurance in Europe and Social Security in the United States: A Comparative Analysis (*A-30*).

Industrial Classification

Industrial Classification Code (*C-21*).

Railroad Retirement

For tabular data, summaries, and analyses of operations under the Railroad Retirement Act, see *Soc. Sec. Bull.*, from Aug. 39 and an introductory special article, "Retirement Payments for Railroad Workers," *Soc. Sec. Bull.*, July 39, pp. 3-21. For a special analysis, see "Survivor Payments Under the Railroad Retirement Act," *Soc. Sec. Bull.*, Oct. 39, pp. 27-35.

EMPLOYMENT SECURITY

Administration

Appeal procedures.—Appeal Procedures, Organization and Personnel (*C-2*); Draft Regulations on Benefit Payment and Appeal Tribunals (*C-14*); Interested Parties: Construction of the Terms "Interested Parties" and "Parties" in Unemployment Compensation Laws (*C-24*); Procedures Available to Workers in Unemployment Compensation Benefit Appeals (*C-29*); Procedures for Adjusting Contested Claims (*C-30*).

Benefit procedures.—Benefit Payment Procedures (*C-3*); Benefits for Partial Unemployment (*C-4*); Draft Forms for Use in Benefit Payment Procedures (*C-13*); Draft Regulations on Benefit Payment and Appeal Tribunals (*C-14*); Draft Regulations on Employer Reports and Claims for Benefits for Partial Unemployment and Registration for Work (*C-15*); Local Office Procedures for Handling Multistate Claims (*C-26*); Modifications of Benefit Procedures for the Filing of Claims and Registration for Work in Cases of Mass Separation (*C-27*); Modifications of Mass Separation Procedures for the Filing of Claims for Intermittent Weeks of Total Unemployment (*C-28*); Pro-

cedures for Paying Unemployment Benefits to Part-Time Workers (*C-32*); Separation Data in Claims Procedures (*C-33*). For summary analyses of benefit-payment procedures, see Annual Reports (*A-9, 10, 11, 12*).

Coverage rulings and tax liability.—For coverage rulings of the Bureau of Internal Revenue, see *Soc. Sec. Bull.*, Sept. through Dec. 38 and Feb., Mar., May, June, July 39; for index and codification of Internal Revenue rulings, see Unemployment Compensation Interpretation Service, Federal Series (*A-4*); for index to and text of State court decisions and administrative rulings, see the State Series (*A-5*); for a special analysis, see The Employer-Employee Relationship in the Marketing of Gasoline (*C-73*).

Employment services.—For expansion in number of offices, see *Soc. Sec. Bull.*, Aug. 38, pp. 33, 35; for articles dealing with special aspects of administration, see monthly issues of *Emp. Sec. Rev.*; for placement activities, see under *Operating Statistics* in these notes.

Experience rating.—“Administration of Merit Rating Under Pooled-Fund Laws,” *Soc. Sec. Bull.*, Nov. 38, pp. 3-9; Administration of Automatic Merit Rating (*C-63*); Experience Rating Under State Unemployment Compensation Laws (*C-76*); Merit Rating and Unemployment Compensation (*C-88*).

Federal appropriations and expenditures.—See *Soc. Sec. Bull.* for cumulative monthly data and Annual Reports (*A-9, 10, 11, 12*) for fiscal-year totals.

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General.—“Immediate Problems of Unemployment Compensation,” *Soc. Sec. Bull.*, Sept. 38, pp. 3-7; “Promoting Job Security,” *Soc. Sec. Bull.*, June 38, pp. 3-6; Clarifying Lines of Administrative Control (*C-5*); Employment Service in Relation to Unemployment Compensation: Provisions of State Laws (*C-75*); Handbook of Information on the Performance of Labor Clearance Functions (*C-20*); The Maritime Industry and Unemployment Compensation (*C-87*); Population Problems and Unemployment Insurance in West Virginia (*C-89*); Unemployment Compensation—Some Questions and Answers (*C-109*); Unemployment Compensation Under the Social Security Act (*C-110*); Unemployment Compensation—What and Why (*C-111*); Workmen’s Compensation Experience: Its Value for Administrative and Research Purposes in the Social Security Board (*C-105*).

Industrial classification.—“Industrial Classification in Relation to Unemployment Compensation,” *Soc. Sec. Bull.*, Mar. 38, pp. 19-22; Industrial Classification Code (*C-21*); Industrial Classification and Employer Account Numbers in State Unemployment Compensation Agencies (*C-78*).

Interstate benefit plan.—“Interstate Benefit Payment Plan,” *Soc. Sec. Bull.*, Apr. 38, pp. 18-19, May 38, pp. 17-18, Nov. 38, pp. 23-24; “Migration of Workers to Michigan,” *Soc. Sec. Bull.*, May 39, pp. 15-20; “Operation of the New England Interstate Agreement in Rhode Island,” *Soc. Sec. Bull.*, May 38, pp. 7-10; Local Office Procedures for Handling Multistate Claims (*C-26*).

Job descriptions and specifications.—Automobile Manufacturing (*C-53*); Bakery Products (*C-44*); Cleaning,

Dyeing, and Pressing (*C-45*); Construction (*C-46*); Cotton Textile (*C-54*); Hotels and Restaurants (*C-47*); Job Foundries (*C-48*); Job Machine Shops (*C-49*); Laundry (*C-50*); Lumber and Lumber Products (*C-51*); Retail Trade (*C-52*).

Migrant workers.—“Migration of Workers to Michigan,” *Soc. Sec. Bull.*, May 39, pp. 15-20.

Occupational titles.—Dictionary of Occupational Titles (*C-8, 9*).

Part-time and partial employment.—Benefits for Partial Unemployment (*C-4*); Draft Regulations on Employer Reports and Claims for Benefits for Partial Unemployment . . . (*C-15*); Procedures for Paying Unemployment Benefits to Part-Time Workers (*C-32*).

Personnel merit systems.—“Merit-System Standards in Social Security Administration,” *Soc. Sec. Bull.*, Feb. 39, pp. 15-17; Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies (*A-13*); Merit System Administration Manual (*A-14*); Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies (*A-15*).

Public relations.—“Interviewing,” *Soc. Sec. Bull.*, Apr. 40, pp. 11-16; “Public Relations in the Administration of Social Legislation,” *Soc. Sec. Bull.*, Oct. 38, pp. 3-5; A Counseling Program for Public Employment Offices (*C-7*); Interviewing Applicants in Public Employment Offices (*C-25*); Field Visiting Program for the Public Employment Service (*C-19*); Filling Jobs in Laundries (*C-106*). See also monthly issues of *Emp. Sec. Rev.* for articles dealing with public relations in placement activities.

Relationship to other programs.—“Effect of Unemployment Benefits on 2,500 Relief Cases in Philadelphia,” *Soc. Sec. Bull.*, Mar. 38, pp. 41-42; “The Railroad Unemployment Insurance Act and Unemployment Compensation Administration,” *Soc. Sec. Bull.*, Aug. 38, pp. 12-16; “The Relationship Between Unemployment Compensation and Relief From a National Point of View,” *Soc. Sec. Bull.*, June 38, pp. 7-13; Unemployment and Health Insurance in Great Britain, 1911-1937 (*A-23*).

Reporting procedures.—“Pay-Roll Report Forms of State Unemployment Compensation Agencies,” *Soc. Sec. Bull.*, Mar. 38, pp. 26-28; “The Statistical Adequacy of Employers’ Occupational Records,” *Soc. Sec. Bull.*, May 39, pp. 21-24; “Statistics of Unemployment Compensation,” *Soc. Sec. Bull.*, Mar. 38, pp. 22-25; “Unemployment Compensation Statistical Reporting,” *Soc. Sec. Bull.*, Feb. 39, pp. 3-9; Instructions to State Employment Security Agencies Relative to Statistical Reports (*C-23*); Outline of Employer’s Duties Under the Social Security Act and the Internal Revenue Code as Amended August 1939 (*A-36*); Unemployment Compensation Research and Statistics (*C-103*); Wage and Separation Reporting in Unemployment Compensation (*C-104*).

Seasonal workers.—“Seasonal Workers and Unemployment Compensation,” *Soc. Sec. Bull.*, Sept. 38, pp. 8-15; “Seasonal Workers Under the Mississippi Unemployment Compensation Law,” *Soc. Sec. Bull.*, Feb. 39, pp. 10-14; “Seasonality in Ohio Canning Establishments in Relation to Unemployment Compensation,” *Soc. Sec. Bull.*, Oct. 38, pp. 6-10; Determination of Seasonal Employments for

Unemployment Compensation (*C-69*); Seasonal Employment in Ohio Canning and Preserving Establishments, 1926-36 (*C-94*); Seasonal Workers and Unemployment Compensation in Great Britain, Germany, and Austria (*C-55*).

Simplification proposals.—Interim Report on Simplification of the Benefit Formula in State Unemployment Compensation Laws (*C-79*); Quantitative Analysis of Unemployment Compensation Simplification Proposals (*C-91*); Simplification of the Benefit Formula in State Unemployment Compensation Laws (*C-85*); State Statistical Analyses Relating to Unemployment Compensation Simplification (*C-98*).

Standards.—Draft Regulation Relating to Procurement of Furniture . . . (*C-16*); Draft Travel Regulations . . . (*C-18*); Instructions to State Agencies Relative to Fiscal Affairs . . . (*C-22*); Procedures for Computing Amounts to be Transferred from the Accounts of States to the Railroad Unemployment Insurance Account in the Unemployment Trust Fund (*C-81*).

Staff training.—Training and the Training Supervisor (*C-88*); Training in Unemployment Compensation Administration—A Selected Bibliography for Supervisors (*C-89*); Training Through Job Analysis (*C-40*).

Amendments to Social Security Act and Board Recommendations

See under *General* in these notes.

Operating Statistics

Benefit payments and duration.—For monthly data on number and amount of benefit payments, by States, see *Soc. Sec. Bull.* and Annual Reports (*A-9, 10, 11, 12*); for fiscal-year totals, by States, for all benefit-paying jurisdictions, see Annual Reports (*A-9, 10, 11, 12*); for data on number of payments by amounts of checks, by States, January-June 1938, see Third Annual Report (*A-11*); for data on average benefit and percentage distribution of number of benefits by amount of benefit check, by States, April-June 1939, see Fourth Annual Report (*A-12*); for number of individuals receiving benefits during the week ended nearest the midmonth, and number of beneficiaries exhausting wage credits during the month, by States, see *Soc. Sec. Bull.* from Mar. 39; for January-June 1939 data on number of beneficiaries exhausting wage credits, by States and by months, see Fourth Annual Report (*A-12*).

For summary analyses of payments, see Annual Reports (*A-9, 10, 11, 12*); for recommendations, see Annual Reports (*A-9, 10, 11, 12*) and "Liberalizing Unemployment Compensation," *Soc. Sec. Bull.*, Jan. 40, pp. 3-5.

Characteristics of workers.—For characteristics of workers placed by public employment offices during the periods July-September and October-December 1939, see *Soc. Sec. Bull.*, Jan. and May 40; for characteristics of workers in the active files of employment service offices, see: Filling Nine Million Jobs (*C-43*); Survey of Employment Service Information (*C-57, 58, 59*); Twelve and a Half Million Registered for Work (*C-60*); Who Are the Job-Seekers? (*C-61*).

Claims.—For summaries of appealed claims and adjustments of contested claims, see *Soc. Sec. Bull.*, June, Oct. 38, and Feb., July 39; for summary of decisions of first appeal body, by issues involved, January-June 1938, 15 States, see Third Annual Report (*A-11*); for data for January-March 1939, 49 jurisdictions, see Fourth Annual Report (*A-12*); for digests of decisions, see the Benefit Series of the Unemployment Compensation Interpretation Service (*A-3*).

For monthly data on number of initial and continued claims filed for total and partial unemployment, by States, see *Soc. Sec. Bull.*; for tabular data, by States and by months, January-June 1938, relating to number of initial and continued claims filed for total and partial unemployment, see Third Annual Report (*A-11*); for fiscal-year data, by States and by months, 1938-39, relating to number of initial and continued claims received in local offices, see Fourth Annual Report (*A-12*); for analysis of conditions affecting volume of claims, see Benefit Claims for Unemployment Compensation in the United States Under Certain Employment Conditions (*C-65*).

For number of new claims authorized, by States and by months, see *Soc. Sec. Bull.* from Mar. 39; for number of initial claims (new claims and additional claims filed for subsequent spells of unemployment within the same benefit year) authorized for payment January-June 1938, by States and by months, see Third Annual Report (*A-11*); for number of new claims authorized for payment January-June 1939, by States and by months, and for data on allowances and disallowances on first determination January-June 1939, see Fourth Annual Report (*A-12*); for similar data by quarters for 1939, see *Soc. Sec. Bull.*, May, Dec. 39, and Feb. 40; for special analyses, see Principles Underlying Disqualification for Benefits in Unemployment Compensation (*C-90*).

For monthly tabular data on number of initial and continued out-of-State claims received as liable State, by States, see *Soc. Sec. Bull.* from Mar. 39; for number of out-of-State initial claims received by liable States from agent States, July-September 1939, see *Soc. Sec. Bull.*, Dec. 39; for number of out-of-State initial claims received as liable State and forwarded as agent State, October-December 1939, see *Soc. Sec. Bull.*, Mar. 40.

Coverage, employment, and unemployment.—For coverage estimates, see *Soc. Sec. Bull.*, Mar., June, Aug. 38, and Mar. 39; Annual Reports (*A-9, 10, 11, 12*); and Social Security in America (*A-22*). For estimated volume of employment covered by State laws, June 1936 and fiscal year 1936-37, by quarters, see Second Annual Report (*A-10*); for similar data for 1937, see "Estimated Volume of Employment Covered by State Unemployment Compensation Laws," *Soc. Sec. Bull.*, Mar. 38, pp. 29-31.

For estimated number of subject employers and number of workers with wage credits under State systems as of May 1938, see Third Annual Report (*A-11*); for similar data as of June 1939 and data relating to employment of covered workers, by States and by months, and monthly average employment of covered workers by States and by major industrial divisions, 1938, see Fourth Annual Report (*A-12*). For 1938 employment and pay-roll data, see

Employment and Pay Rolls in State Unemployment Compensation Systems (C-74).

For a special analysis of employment and unemployment among covered workers, see *Unemployment Compensation: Estimates of Covered Labor Force . . . (C-100)*; *Unemployment Compensation: Estimates of Employment and Unemployment in the Covered Gainful Worker Groups, by States, 1932-36 (C-101)*. For indexes of employment and estimates of unemployment, see *Soc. Sec. Bull.* and *Social Security in America (A-22)*. See also *Duration of Unemployment, by States, 1930-34 (C-70)*; *Dynamic Analysis of Unemployment Statistics (C-71)*; and *Fundamental Considerations Underlying the Interpretation of Employment and Unemployment Statistics (C-77)*.

Financing benefits.—For monthly data on State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, and for contributions deposited in State clearing accounts, by States, see *Soc. Sec. Bull.*; for data on State unemployment compensation funds available for benefits, collections and interest, and benefits charged, by States, as of June 1938 and for the fiscal year 1938-39, see *Third and Fourth Annual Reports (A-11, 12)*; for tabular data on status of unemployment trust fund by fiscal years and as of end of the month, and for summaries of operations of the fund, see *Soc. Sec. Bull.*; for similar data as of June, September, and December 1936, see *First Annual Report (A-9)*; for status of fund as of June and December 1936 and June 1937, see *Second Annual Report (A-10)*; for 1936-37 and 1937-38 fiscal-year tabulations of amount of contributions deposited, interest credited, withdrawals, and balances, by States, see *Third Annual Report (A-11)*; for similar data for 1938-39 and for balances in fund at end of fiscal years 1935-36, 1936-37, and 1937-38, see *Fourth Annual Report (A-12)*; for dates of first deposit in and first withdrawal from unemployment trust fund, by States, see *Soc. Sec. Bull.*, Mar. 40.

For tabular and summary data on Federal tax collections under *Federal Unemployment Tax Act*, see *Soc. Sec. Bull.* and *Annual Reports (A-9, 10, 11, 12)*.

For summary data on relation of benefits to total funds available and to contributions, see *Soc. Sec. Bull.* and *Annual Reports (A-9, 10, 11, 12)*; for special studies, see: "Effect of a Shortened Waiting Period on Unemployment Benefit Costs," *Soc. Sec. Bull.*, Jan. 39, pp. 20-26; *Financing the Social Security Act (B-27)*; *Social Security in America (A-22)*; *Unemployment Compensation Contributions, Benefits, and Reserves (C-99)*; *Unemployment Compensation Financing (C-102)*.

Placement activities.—For tabular and summary data of activities of public employment offices by States and by months, see *Soc. Sec. Bull.*; for similar data by States and by regions and for data on special placement activities for veterans, agricultural workers, and juniors, see *Emp. Sec. Rev.*; for detailed analyses of and tabular data on activities of public employment offices, see: *Filling Nine Million Jobs (C-48)*; *Survey of Employment Service Information (C-57, 58, 59)*; *Twelve and a Half Million Registered for Work (C-60)*; *Who Are the Job-Seekers? (C-61)*.

Relation to relief.—For effect of unemployment benefits

on opening and closing of relief cases in selected cities, see *Soc. Sec. Bull.* from Aug. 38.

Foreign Systems

"Deciding Claims to Unemployment Benefits; An Outline of the British System," *Soc. Sec. Bull.*, July 38, pp. 16-22; "The New Zealand Social Security Act," *Soc. Sec. Bull.*, May 39, pp. 3-9; "The Roles of Unemployment Insurance and Unemployment Assistance in Great Britain," *Soc. Sec. Bull.*, Mar. 40, pp. 3-12; "Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria" (abstract of study of same title listed below), *Soc. Sec. Bull.*, Dec. 38, pp. 11-19; "Unemployment and Health Insurance in Great Britain, 1911-37" (abstract of study of same title listed below), *Soc. Sec. Bull.*, Aug. 38, pp. 23-26.

Abstract of *Unemployment Insurance Legislation in European Countries (C-62)*; *An Outline of Foreign Social Insurance and Assistance Laws (A-20)*; *Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria (C-55)*; *Social Insurance for Salaried Employees in Austria (A-29)*; *Social Insurance in Europe and Social Security in the United States (A-30)*; *Social Security in America (A-22)*; *Unemployment and Health Insurance in Great Britain, 1911-1937 (A-23)*.

Legislative Proposals and Provisions

For analyses of unemployment compensation provisions of unamended Social Security Act and of early State laws and of standards of structural provisions, see *Social Security in America (A-22)*; for analyses of amended Federal act, see *Commentary on Unemployment Provisions of Social Security Act Amendments of 1939 (C-67)*; for brief notes on State legislative changes, see *Soc. Sec. Bull.*, Apr., May, July, Aug. 38, Feb. through Sept., Nov. 39, and Feb., Apr. 40; for summary accounts of legislative changes in fiscal years 1937-38 and 1938-39, see *Third and Fourth Annual Reports (A-11, 12)*; for provisions of State laws, see *Annual Reports (A-9, 10, 11, 12)* and *Significant Provisions of State Unemployment Compensation Laws (C-108)*; for special analyses of State laws, see: "Notes on Adequacy of Unemployment Compensation," *Soc. Sec. Bull.*, Jan. 40, pp. 6-9; *Analysis of State Unemployment Compensation Laws (C-64)*; *Comparison of State Unemployment Compensation Laws as of Mar. 1, 1940 (C-42)*; *Interim Report on Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-79)*; *Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-85)*; and for summaries of legal maximum and minimum benefit amounts and duration, see *Second Annual Report (A-10)*. For draft bills, see *Draft Bills for State Unemployment Compensation of Pooled Fund and Employer Reserve Account Types (C-11)*; *Draft Bill for State Unemployment Compensation of Pooled Fund Type (C-12)*; *Suggested Draft Amendments to State Unemployment Compensation Laws Occasioned by Enactment of the Social Security Act Amendments of 1939 (C-37)*. See also *Federal Legislative Proposals and Provisions* under *General* in these notes.

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For lists of general publications in the employment security field, see *Soc. Sec. Bull.*; for lists of State reports see *Soc. Sec. Bull.*, May through Sept. 38, and Feb., Mar., Aug. 39; for references to special aspects, see: Bibliography on Negro Labor (*C-66*); Selected List of References on the Subject of Public Employment Offices (*C-56*); Selected List of References on Unemployment Compensation and Related Subjects (*C-96*).

Railroad Unemployment Insurance Act

For provisions of the Railroad Unemployment Insurance Act, see *Soc. Sec. Bull.*, Aug. 38, pp. 12-16; for tabular data, summaries, and analyses of operations under the act, see *Soc. Sec. Bull.* from Dec. 39; for introductory special article to this series, see *Soc. Sec. Bull.*, Oct. 39, pp. 19-26; for Social Security Board procedures relating to railroad program, see Procedures for Computing Amounts to Be Transferred . . . to the Railroad Unemployment Insurance Account . . . (*C-31*).

PUBLIC ASSISTANCE

Administration

General.—For summary accounts, see Second (*A-10*), Third (*A-11*), and Fourth (*A-12*) Annual Reports. For special analyses, see: "Administration of Aid to Dependent Children and Mothers' Aid in December 1937," *Soc. Sec. Bull.*, Dec. 38, pp. 19-26; "Administration of General Relief in the Continental United States as of December 1937," *Soc. Sec. Bull.*, Nov. 38, pp. 35-50; "Analyzing the Administrative Expenses of Public Assistance Agencies," *Soc. Sec. Bull.*, May 39, pp. 10-14; "Comparative Costs of Administering Public Assistance: An Analysis of the Administrative Expenses of 28 Public-Assistance Agencies During 1938-39," *Soc. Sec. Bull.*, Feb. 40, pp. 11-20; "The Concept of Administrative Expenses in Accounting for Public-Assistance Expenditures," *Soc. Sec. Bull.*, July 39, pp. 27-31; "Counting the Recipients of Public Assistance and the Dollars They Receive," *Soc. Sec. Bull.*, May 38, pp. 11-14; "Interchange of Relief Information Among Departments of Public Welfare of Large Cities," *Soc. Sec. Bull.*, June 38, pp. 14-18; "Public Relations in the Administration of Social Legislation," *Soc. Sec. Bull.*, Oct. 38, pp. 3-5; "Some Factors in State Supervision for a Public-Assistance Agency," *Soc. Sec. Bull.*, Aug. 39, pp. 24-26; Activities of Federal-State and Private Agencies Concerned with Work for the Blind and Preventing Blindness (*D-33*); Clarifying Lines of Administrative Control (*C-5*); Comparative Statistics of Administrative Cost (*D-34*); The Confidential Exchange (*D-1*); Desertion Under the Social Security Act (*D-35*); Directory of State Public Assistance Agencies (*D-2*); Family Budgeting for Assistance Grants (*D-37*); Guide to Aid State Public Assistance Agencies in Measuring Their State and Local Public-Relations Activities (*D-5*); Organization and Administration of the Confidential Exchange (*D-10*); Outline of a Program on the Prevention of Blindness (*D-11*); Plan for a Case Census of Recipients of Public Assistance (*D-13*); Present Method of Distributing Relief in Specified Cities (*D-14*); Proceedings

of the Second National Conference of State Directors of Research and Statistics in Public Assistance Agencies (*D-42*); Report of Survey of Housing and Welfare (*D-44*); Report . . . to the Council of the American Academy of Ophthalmology and Otolaryngology (*D-43*); Review of the Program of the Division of Public Assistance Research and Plans for the Future (*D-45*); Social Case Histories of Public Assistance Agencies (*D-47*); Some Factors to be Considered in Developing Procedures for Fair Hearings (*D-16*); Standards for the Organization of the Research and Statistical Function and for the Selection of Statistical Personnel in State Public Assistance Agencies (*D-18*); Statistics for Administrators and the Public (*D-54*); Suggested Minimum Requirements for Sound Administration (*D-19*); Suggestive Definitions for Use in State Public Assistance Plans (*D-21*); Suggestive Sources of Investigation (*D-22*); Talking Book Service for the Blind (*D-56*); West Virginia Central Clearance Index (*D-26*).

Personnel merit systems.—"Merit-System Standards in Social Security Administration," *Soc. Sec. Bull.*, Feb. 39, pp. 15-17; Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies (*A-13*); Merit System Administration Manual (*A-14*); Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies (*A-15*).

Reporting procedures.—"Counting the Recipients of Public Assistance and the Dollars They Receive," *Soc. Sec. Bull.*, May 38, pp. 11-14; Field Reporting—Staffs of State Public Assistance Agencies (*D-8*); Instructions for Study of Causes of Blindness Among Recipients of Aid to the Blind (*D-6*); Method of Counting Composite Cases in Specified Agencies (*D-9*); Physician's Report on Eye Examination; Instructions Regarding Procedure in Determining Blindness (*D-12*); Reports on Eligibility to be made Available in the Office of State Agencies Administering Public Assistance Plans (*D-15*); The Social Security Board's Statistics in the Field of Relief (*D-50*); The Supervising Ophthalmologist and the Use of PA-701 (*D-23*).

Staff qualifications and training.—Division of Technical Training Reports, 1938 and 1939 (*D-36*); Functions of a Consultant on Staff Development in Public Assistance (*D-4*); The Medical Social Worker in the Social Security Program (*D-8*); Principles Underlying a Staff Development Program for a Public Assistance Agency (*D-41*); Selective Reading List . . . (*D-46*); Standards for the Organization of the Research and Statistical Function and for the Selection of Statistical Personnel in State Public Assistance Agencies (*D-18*); Suggestions Relating to the Requirements and Selection of Personnel for the Use of State Agencies Administering or Supervising Assistance Under the Social Security Act . . . (*D-20*); Use of Federal Administrative Funds for Paying Salaries to State Staff Members on Educational Leave in Schools of Social Work (*D-24*); . . . Staff Evaluations in a Staff Development Program (*D-25*).

Operating Statistics—Special Types of Public Assistance

Applications and case loads.—For data on applications for the special types of public assistance in States adminis-

tering Federal funds, February-June 1936 and the fiscal years 1936-37 and 1937-38, and applications pending as of the end of the fiscal year, see First (A-9), Second (A-10), and Third (A-11) Annual Reports. For applications pending as of June 1939, see Fourth Annual Report (A-12). For special analyses, see "Applications for Public Assistance Under the Social Security Act—1937," *Soc. Sec. Bull.*, Apr. 38, pp. 28-32; "Case Turn-Over in Public Assistance Under the Social Security Act," *Soc. Sec. Bull.*, Aug. 38, pp. 50-56; ". . . in the Special Types of Public Assistance," *Soc. Sec. Bull.*, May 39, pp. 57-58.

Recipients and amount of payments.—See issues of *Soc. Sec. Bull.* for monthly or summary data and Annual Reports (A-9, 10, 11, 12) for fiscal-year data. For monthly summary data on the special types of public assistance and Federal work programs, see monthly press release, "Payments for Public Assistance and Earnings Under Federal Work Programs." For data relating to 116 urban areas, see *Soc. Sec. Bull.*; for data on rural and town areas, see *Soc. Sec. Bull.* through Mar. 39 and June, Sept. 39. For data on special types of public assistance by States for the calendar year 1937, and by counties for December 1937, see Tabular Summary of Statistics of Public Assistance Under the Social Security Act for the Calendar Year 1937 (D-31). For data on special types of public assistance by States for the calendar years 1936-39 and by counties for December 1939, see Trends in Public Assistance 1933-39 (D-32).

For special analyses and compilations, see: "Almshouse Care and the Old-Age Assistance Program," *Soc. Sec. Bull.*, Mar. 38, pp. 42-43; "Amount Expended for Public and Private Assistance and for Earnings of Persons Employed on Projects Operated by the Works Progress Administration and Amount Expended per Inhabitant, by Urban Areas, 1938," *Soc. Sec. Bull.*, Mar. 39, pp. 56-57; "Analysis of Grants to 586,000 Recipients of Old-Age Assistance," *Soc. Sec. Bull.*, Nov. 38, pp. 12-19; "Contrast of Old-Age Assistance Payments in Urban and Rural Areas," *Public Assistance* (A-7) for December 1937, pp. 5-6; "Expenditures per Inhabitant for the Special Types of Public Assistance and General Relief in 1939," *Soc. Sec. Bull.*, May 40, pp. 35-37; "The Incidence of Aid to the Blind in Four New England States," *Soc. Sec. Bull.*, Sept. 38, pp. 16-19; "The Influence of Federal and State Maximums on Grants Approved for Aid to Dependent Children in 1937-38," *Soc. Sec. Bull.*, Aug. 39, pp. 7-14; "Payments per Inhabitant for the Special Types of Public Assistance and General Relief, Fiscal Year Ended June 30, 1939," *Soc. Sec. Bull.*, Aug. 39, pp. 44-45; ". . . in 1938," *Soc. Sec. Bull.*, Feb. 39, pp. 59-60; "Public Aid for the Care of Dependent Children in Their Own Homes, 1932-38," *Soc. Sec. Bull.*, Apr. 39, pp. 24-35; "Public Aid in the United States Since 1933," *Soc. Sec. Bull.*, Apr. 39, pp. 45-52; "Public and Private Aid in 116 Urban Areas, Calendar Year 1939," *Soc. Sec. Bull.*, Apr. 40, pp. 59-61; "Public Assistance and Earnings Under Federal Work Programs in the United States, 1933-39," *Soc. Sec. Bull.*, Feb. 40, pp. 49-56; "Relief in 116 Urban Areas: Total and Amount per Inhabitant from Public Funds for Specified Types of Assistance and from Private Funds, 1937," *Soc. Sec. Bull.*, Sept. 38, pp. 49-50; ". . . Total and Per

Capita Amount from Public Funds for Specified Types of Assistance and from Private Funds, 1936," *Soc. Sec. Bull.*, Apr. 38, pp. 52-53; "Relief Trends in Cambridge, Massachusetts, 1929-37," *Soc. Sec. Bull.*, Aug. 38, pp. 17-22; "Special Types of Public Assistance, 1933-39," *Soc. Sec. Bull.*, Nov. 39, pp. 35-38; "Variations in Payments to Recipients of Old-Age Assistance," *Public Assistance* (A-7) for October 1937, pp. 3-4; Public and Private Aid in 116 Urban Areas, 1929-38, With Supplement for 1939 (D-30).

Characteristics of recipients.—For data pertaining to all three special types of public assistance, see, for tabular summaries, fiscal year 1936-37, Second Annual Report (A-10); for 1937-38, Social Data on Recipients of Public Assistance Accepted . . . (D-48); for 1938-39, . . . (D-49). For analytical summaries, see Second (A-10) and Fourth Annual Report (A-12).

For special analyses of characteristics of recipients of old-age assistance, see: "Physical Condition and Medical Care of 1,000,000 Recipients . . .," *Soc. Sec. Bull.*, Mar. 39, pp. 21-27; "Race, Nativity, Citizenship, Age, and Residence of 1,000,000 Recipients . . .," *Soc. Sec. Bull.*, June 39, pp. 23-31; "Relief Status of One Million Recipients Accepted . . .," *Soc. Sec. Bull.*, Dec. 38, pp. 3-10; "Sex, Marital Status, and Living Arrangements of 1,000,000 Recipients . . .," *Soc. Sec. Bull.*, Feb. 39, pp. 20-26.

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Relationship to unemployment compensation.—"The Effect of Unemployment Benefits on 2,500 Relief Cases in Philadelphia," *Soc. Sec. Bull.*, Mar. 38, pp. 41-42 (for effect of unemployment benefits on opening and closing of relief cases, see section of *Soc. Sec. Bull.* from July 38 which presents data for selected large cities); "The Relationship Between Unemployment Compensation and Relief From a National Point of View," *Soc. Sec. Bull.*, June 38, pp. 7-13.

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Number of persons employed and earnings.—See *Soc. Sec. Bull.* for monthly or summary data; for monthly data, 1933-39, see Trends in Public Assistance, 1933-39 (D-32); for monthly summary data on public assistance and Federal work programs, see monthly press release, "Payments for Public Assistance and Earnings Under Federal Work Programs." For data relating to 116 urban areas, see *Soc. Sec. Bull.*; for data on rural and town areas, see *Soc. Sec. Bull.* through Mar. 39 and for June, Sept. 39. For special analyses and compilations see: "Amount Expended for Public and Private Assistance and for Earnings of Persons Employed on Projects Operated by the Works Progress Administration, and Amount Expended per Inhabitant, by Urban Areas, 1938," *Soc. Sec. Bull.*, Mar. 39, pp. 56-57; "Public and Private Aid in 116 Urban Areas, Calendar Year 1939," *Soc. Sec. Bull.*, Apr. 40, pp. 59-61; "Public Assistance and Earnings Under Federal Work Programs in the United States, 1933-39," *Soc. Sec. Bull.*, Feb. 40, pp. 49-56; "Public Relief in the Continental United States, 1933-38," *Soc. Sec. Bull.*, Feb. 39, pp. 47-56; "Relief in 116 Urban Areas: Total and Amount per Inhabitant from Public Funds for Specified Types of Assistance and from Private Funds, 1937," *Soc. Sec. Bull.*, Sept. 38, pp. 49-50; ". . . Total and Per Capita Amount from Public Funds for Specified Types of Assistance and From Private Funds, 1936," *Soc. Sec. Bull.*, Apr. 38, pp. 52-53; "Relief Trends in Cambridge, Massachusetts, 1929-37," *Soc. Sec. Bull.*, Aug. 38, pp. 17-22; "Statistics by States, 1938 and 1939," *Soc. Sec. Bull.*, Mar. 40, pp. 65-67; Public and Private Aid in 116 Urban Areas, 1929-38, With Supplement for 1939 (D-50).

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For grants to States for social security programs, expenditures under the Social Security Act, total and social security expenditures, see Public Assistance Grants-in-Aid for Assistance and Administration for the fiscal years 1936-40 (A-8) and monthly or summary data in *Soc. Sec. Bull.*; for fiscal-year summaries, see Annual Reports

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Foreign Systems

"The New Zealand Social Security Act," *Soc. Sec. Bull.*, May 39, pp. 3-9; "The Roles of Unemployment Insurance and Unemployment Assistance in Great Britain," *Soc. Sec. Bull.*, Mar. 40, pp. 3-12; Old Age in Sweden: A Program of Social Security (A-19); An Outline of Foreign Social Insurance and Assistance Laws (A-20); Social Security in America (A-22).

Laws and Plans

For provisions of State laws and plans prior to passage of Social Security Act, see: Social Security in America (A-22). For provisions of and data relating to State laws and plans subsequent to passage of Social Security Act, see: "Administration of Aid to Dependent Children and Mothers' Aid in December 1937," *Soc. Sec. Bull.*, Dec. 38, pp. 19-26; "The Law and Administrative Practice as Barriers to Mobility of Population," *Soc. Sec. Bull.*, Oct. 39, pp. 3-10; Annual Reports (A-9, 10, 11, 12); Characteristics of State Plans for Old-Age Assistance Approved by the Federal Social Security Board (D-29); ". . . for Aid to the Blind (D-27); ". . . for Aid to Dependent Children (D-28); Manual of State Public Assistance Legislation (D-7); State Public Assistance Plans and Amendments Approved by the Social Security Board as of Apr. 30, 1940 (D-53); Summary of Developments in State Legislation . . . July 1, 1938-June 30, 1939 (D-55).

Publications

For lists of general publications in the field of public assistance, see monthly issues of *Soc. Sec. Bull.* and Selective Reading List on Public Welfare and Social Work Topics (D-46); for lists of State statistical bulletins, surveys, and reports, see *Soc. Sec. Bull.*, June, Aug. 38, and Jan., July 39; for a list of studies undertaken by State agencies, see Special Studies in the Field of Public Welfare (D-51, 52).

• VIII •

PUBLICATIONS

Publications of the Social Security Board

Publications with prices listed are on sale by the Superintendent of Documents, United States Government Printing Office, Washington, D. C.; all purchase orders, accompanied by remittance, should be addressed directly to that office. Publications now in preparation, with their prices, will be announced in the Social Security Bulletin and in the Monthly Catalog issued by the Superintendent of Documents.

Unless otherwise indicated,¹ a limited supply of the publications listed is available without charge to official agencies directly concerned with administration of the social security program.

Informational circulars listed are generally available on request to Publications Distribution Section, Office of the Executive Director, Social Security Board, Washington, D. C.

Requests for reprints from the Social Security Bulletin should be addressed to the Bureau of Research and Statistics, Social Security Board, Washington, D. C.

GENERAL²

Periodicals (excluding press releases and processed statistical releases)

A-1. *Social Security Bulletin*. Monthly. Beginning with Vol. 1, Nos. 1-3 (March 1938). Subscription price: \$2 a year in the United States, Canada, and Mexico; in other countries, \$3.75 a year. Single copies, 20 cents.

†A-2. *Selected Current Statistics*. Bureau of Research and Statistics. Predecessor of the *Social Security Bulletin*. Monthly from August 1936 to September 1937. Continued as *Social Security Bulletin* from October 1937 to February 1938. Processed.

A-3. *Unemployment Compensation Interpretation Service—The Benefit Series*. Bureau of Employment Security. Monthly, with semiannual index. Subscription price, \$5 a year; single copies, 50 cents. (Vol. 1, \$1; vol. 2, \$2.)

§A-4. *Unemployment Compensation Interpretation Service—The Federal Series*. Bureau of Employment Security. Monthly.

§A-5. *Unemployment Compensation Interpretation Service—The State Series*. Bureau of Employment Security. Quarterly. Consolidated with A-3 beginning January 1941.

A-6. *Employment Security Review*. (Until January 1940- *Employment Service News*.) Bureau of Employment Security. Monthly. Subscription price, \$1 a year; single copies, 10 cents. Issues up to and including Vol. 6, No. 7 (July 1939) published by U. S. Employment Service, Department of Labor.

‡A-7. *Public Assistance*. Preprint, monthly, of section of the *Social Security Bulletin*, including "Statistics for Urban Areas." Continues monthly statistical releases, *Public Assistance Statistics for the United States*, printed for

months September-December 1937, processed for February 1936-August 1937; and "Relief in Urban Areas," reported in statistical releases, printed for June 1937-November 1938, processed for January-May 1937 (see also D-30). Also continued monthly statistical releases, "Relief in Rural and Town Areas," printed for August 1937-December 1938, processed for June-July 1937; discontinued with data for June 1939.

A-8. *Public Assistance Grants-in-Aid for Assistance and Administration* (as approved by the Social Security Board). Bureau of Public Assistance. Quarterly. Beginning Feb. 1, 1936.

Annual Reports

*A-9. *First Annual Report of the Social Security Board*. 1937. 131 pp.

A-10. *Second Annual Report of the Social Security Board*. 1937. 205 pp. 30 cents.

A-11. *Third Annual Report of the Social Security Board*. 1938. 249 pp. 30 cents.

A-12. *Fourth Annual Report of the Social Security Board*. 1939. 309 pp. 40 cents.

Manuals and Draft Proposals

§A-13. *Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies*. Office of the Executive Director. November 1939. 16 pp. Processed.

§A-14. *Merit System Administration Manual*. Office of the Executive Director. 1938 and 1939. 307 pp. Processed.

A-15. *Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies*. Office of the Executive Director. November 1939. 4 pp. Processed.

Technical Reports and Compilations—Printed

A-16. *Cash Benefits Under Voluntary Disability Insurance in the United States*, by Elizabeth L. Otey. Bureau of Research and Statistics. In press.

¹ Exceptions are noted by the following symbols:

*Out of print; may be consulted in depository libraries.

†Out of print.

‡Limited supply available for distribution on request to Bureau named in citation.

§Distributed only to official agencies collaborating in administration.

¹ This category includes publications dealing with general aspects of social security or with 2 or more programs under the Social Security Act.

- A-17. *Compilation of the Social Security Laws; Including the Social Security Act Amendments of 1939 and Other Enactments of the 76th Congress, 1st Session.* 1939. 92 pp. 10 cents.
- A-18. *Final Report of the Advisory Council on Social Security, December 10, 1938.* 1939. 54 pp. 5 cents.
- A-19. *Old Age in Sweden: A Program of Social Security,* by Helen Fisher Hohman. 1940. 305 pp. 35 cents.
- A-20. *An Outline of Foreign Social Insurance and Assistance Laws.* Tabular summaries. Bureau of Research and Statistics. In press.
- †A-21. *Proposed Changes in the Social Security Act.* January 1939. (Included in E-13, p. 263.)
- *A-22. *Social Security in America; the Factual Background of the Social Security Act as Summarized From Staff Reports to the Committee on Economic Security.* 1937. 592 pp. With index.
- A-23. *Unemployment and Health Insurance in Great Britain, 1911-1937,* by Marianne Sakmann. Bureau of Research and Statistics. 1938. 44 pp. 10 cents.

Technical Reports and Compilations—Processed

- A-24. *A Comparison of Dependent and Productive Groups in Various Populations,* by Robert J. Myers. Office of the Actuary. January 1938. 19 pp.
- §A-25. *Economic and Fiscal Summary for Pennsylvania,* by Daniel S. Gerig, Jr. Bureau of Research and Statistics. March 1940. 64 pp.
- †A-26. *The Fiscal Capacity of the States: A Source Book,* by Paul H. Wueller and others. Bureau of Research and Statistics. April 1938. 201 pp.
- §A-27. *Incidence and Effects of the Pay-Roll Tax,* by H. P. Mulford. Bureau of Research and Statistics. October 1936. 71 pp.
- ‡A-28. *Medical Care, Health Insurance and Related Topics—A Selected Bibliography.* Bureau of Research and Statistics. September 1938. 2 pp.
- ‡A-29. *Social Insurance for Salaried Employees in Austria,* by Marianne Sakmann. Bureau of Research and Statistics. 1937. 25 pp.
- †A-30. *Social Insurance in Europe and Social Security in the United States: A Comparative Analysis,* by Karl Pribram. Bureau of Research and Statistics. April 1937. 37 pp.
- ‡A-31. *Tips in Relation to Wages Under the Social Security Program,* by Rae Needleman. Bureau of Research and Statistics. 1938. 44 pp.
- ‡A-32. *Work and Wages at the Amoskeag Manufacturing Company Mills, 1927-35.* Bureau of Research and Statistics. 1937. 13 pp.
- ‡A-33. *Principal Provisions of Foreign Compulsory Contributory Insurance Laws Covering the Risks of Old Age, Invalidity, and Death,* by Marianne Sakmann. Bureau of Research and Statistics. July 1938. 12 pp.

- §A-34. *Suggestive Statement of Principles Underlying the Determination of Eligibility for Medical Care.* Bureau of Public Assistance. December 1939. 5 pp.

Informational Circulars

- A-35. *A Brief Reading List on the Social Security Act, Including References on the Amendments of 1939.* Informational Service. 1939. 12 pp. 5 cents.
- A-36. *Outline of Employer's Duties Under the Social Security Act and the Internal Revenue Code as Amended August 1939.* Informational Service. December 1939. 4 pp.
- A-37. *100 Questions and Answers on the New Social Security Program.* Informational Service. 1939. 24 pp.
- A-38. *Security for Children—Two Plans Under the Social Security Act.* Informational Service. 1940. 6 pp. In press.
- A-39. *Three Years' Progress Toward Social Security.* Informational Service. August 1938. 16 pp.
- A-40. *Two Plans for Old-Age Security.* Informational Service. 1940. 6 pp.
- A-41. *What Is Social Security?—A Brief Explanation of the Social Security Act.* Informational Service. Rev. 1940.
- A-42. *Why Social Security?* by Mary Ross. Informational Service. 1938. 32 pp. With illustrations by Hendrik Willem Van Loon.

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- A-43. *Cash Benefits Under Voluntary Disability Insurance,* by Elizabeth L. Otey. Vol. 2, No. 2 (February 1939), pp. 27-33.
- A-44. *Children and Income in Urban Single-Family Households,* by Barkev S. Sanders. Vol. 2, No. 11 (November 1939), pp. 29-36.
- A-45. *Children in Urban and Rural Families,* by Barkev S. Sanders and Doris Carlton. Vol. 2, No. 10 (October 1939), pp. 36-46.
- A-46. *Costs and Benefits Under Prepayment Medical-Service Plans,* by Louis S. Reed. Vol. 3, No. 3 (March 1940), pp. 13-26.
- A-47. *Economic Status of the Aged,* by Marjorie Shearon. Vol. 1, Nos. 1-3 (March 1938), pp. 5-16.
- A-48. *The Economic Status of Urban Families and Children,* by I. S. Falk and Barkev S. Sanders. Pt. II. Vol. 2, No. 5 (May 1939), pp. 25-34.
- A-49. *Family Composition in the United States,* by Barkev S. Sanders. Pt. I. Vol. 2, No. 4 (April 1939), pp. 9-13.
- A-50. *Gainful Workers and Income in Urban Single-Family Households,* by Barkev S. Sanders. Vol. 2, No. 12 (December 1939), pp. 29-36.
- A-51. *Income of Urban Families and Individuals in Single-Family Households,* by Barkev S. Sanders and Anne G. Kantor. Vol. 2, No. 9 (September 1939), pp. 25-36.

- A-52. *A Review of State Legislation Relating to Medical Services and to Cash Payments for Disability, Proposed During 1939*, by Marjorie Shearon, Vol. 3, No. 1 (January 1940), pp. 34-51.

OLD-AGE AND SURVIVORS INSURANCE

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- B-2. *Regulations No. 3 (part 403, title 20, Code of Federal Regulations, 1940 Supp.); Federal Old-Age and Survivors Insurance Under Title II of the Social Security Act as Amended Effective January 1, 1940*. 116 pp. 15 cents.
- B-3. *Regulations No. 3 (as amended): A Supplement to Subpart G—Procedures, Determination of Claims, Hearing, and Representation of Parties (part 403, title 20, Code of Federal Regulations, 1940 Supplement); Federal Old-Age and Survivors Insurance Under Title II of the Social Security Act as Amended Effective January 1, 1940*. In press.
- B-4. *Social Security Board Regulations No. 2 (as amended); Federal Old-Age Benefits Under Title II of the Social Security Act*. 31 pp. 10 cents.

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- †B-5. *Actuarial Cost Estimates for Suggested Plan (as compared to those for present title II)*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1939. 11 pp.
- †B-6. *The Aged Population and Social Security*. Bureau of Research and Statistics. October 1937. 93 pp.
- †B-7. *An Analysis of Benefits and the Progress of the Old-Age Reserve Account Under Title II of the Social Security Act*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. June 1938. 59 pp.
- †B-8. *An Analysis of the Costs of Duplicating the Benefits Under Title II by the Use of Insurance Company Contracts*, by Robert J. Myers. Office of the Actuary. July 1938. 17 pp.
- †B-9. *Applications for Social Security Account Numbers, March–December 1937*, by Harry J. Winslow. Bureau of Research and Statistics. February 1938. 3 pp.
- †B-10. *Basic Provisions Adopted by the Social Security Board for the Hearing and Review of Old-Age and Survivors Insurance Claims*. Bureau of Old-Age and Survivors Insurance. January 1940. 44 pp.
- †B-11. *Budgetary Plans for Financing of Old-Age Reserve Account, Fiscal Years 1938 and 1939*, by Daniel S. Gerig, Jr. Bureau of Research and Statistics. January 1938. 3 pp.
- †B-12. *Comparison of the Present Federal Old-Age Insurance Plan With Proposed Plan AC-1*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 21 pp.
- §B-13. *Comparison of Proposed Plans AC-10 and AC-11 With the Present Federal Old-Age Insurance Plan and Plan AC-1*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 21 pp.
- †B-14. *Comparison of a Proposed Revision of the Federal Old-Age Insurance Plan With the Present Plan*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. February 1938. 8 pp.
- §B-15. *Cost Estimates for Alternative Old-Age Insurance Plans AC-2 to AC-9 as Suggested by the Advisory Council*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 34 pp.
- §B-16. *Cost Estimates for Proposed Plan AC-13*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. October 1938. 4 pp.
- §B-17. *Cost Estimates (Revised) for Proposed Plan AC-13*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. December 1938. 6 pp.
- §B-18. *Cost Estimates for Various Proposed Modifications of the Old-Age Benefits Under Title II*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. November 1937. 48 pp.
- †B-19. *Cost Estimates (Revised) for Present Title II*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. October 1938. 12 pp.
- †B-20. *Employee Tables: Data Relating to Individual Employees and Their Taxable Earnings, 1937*. Bureau of Old-Age and Survivors Insurance. 1939.
- B-21. *Old-Age and Survivors Insurance Statistics—Employment and Wages of Covered Workers, 1938*. Bureau of Old-Age and Survivors Insurance. 1940. 300 pp.
- †B-22. *Employee Tables: Distribution of Applicants for Employee Account Numbers, by Age, Sex, and Color, for Each State and for the United States, During the Year 1938*. Bureau of Old-Age and Survivors Insurance.
- †B-23. *Employer Tables: Quarterly Tabulations of Employment Volume and Taxable Pay Rolls of Covered Employees, 1938 and 1939*. Bureau of Old-Age and Survivors Insurance.
- B-24. *Estimated Composition of Beneficiaries Under Modified Title II Coverage as Set Forth in Various AC Plans*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. May 1938. 22 pp.
- †B-25. *An Examination of the Reserve Problem*, by Eleanor L. Dulles. Bureau of Research and Statistics. November 1937. 44 pp.

- †B-26. *Federal Old-Age and Survivors Insurance Under the Social Security Act as Amended in 1939—A Brief Explanation for the Convenience of Public Welfare Agencies*, by John J. Corson. Bureau of Public Assistance. December 1939. 9 pp.
- †B-27. *Financing the Social Security Act*, by Eleanor L. Dulles. Bureau of Research and Statistics. Rev. January 1937. 116 pp.
- †B-28. *Fluctuations in Employment Covered by the Federal Old-Age Insurance Program*, by Wladimir Woytinsky. Bureau of Research and Statistics. August 1939. 77 pp.
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- †B-29. *Insurance Company Costs for Duplicating Title II Benefits*, by Robert J. Myers. Office of the Actuary. July 1938. 6 pp.
- †B-30. *Old-Age Benefits; Estimates of Employment and Unemployment in the Covered Gainful Worker Group, by States, 1932-36* (preliminary report), by Harry J. Winslow. Bureau of Research and Statistics. April 1937. 103 pp.
- †B-31. *The Problem of Old-Age and Survivors Insurance Coverage Extension to Agricultural Workers*, by Fred Safier. Bureau of Old-Age and Survivors Insurance. January 1940. 9 pp.
- †B-32. *Reasons for the Revision of the Old-Age Insurance Program and Resultant Provisions*, by John B. St. John. Bureau of Old-Age and Survivors Insurance. September 1939. 8 pp.
- †B-33. *Various Methods of Financing Old-Age Pension Plans*, by W. R. Williamson, R. J. Myers, and E. A. Rasor. Office of the Actuary. September 1938. 38 pp.

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- B-35. *How to Calculate Benefits Under Federal Old-Age and Survivors Insurance*. Informational Service. January 1940. 16 pp.
- B-36. *Monthly Benefits Begin in 1940*. Informational Service. September 1939. 8 pp.
- B-37. *Old-Age and Survivors Insurance for Workers and Their Families*. Informational Service. January 1940. 16 pp.
- B-38. *Your Social Security Account Card—Why You Have It and What You Do With It*. Informational Service. 1940. 8 pp.

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- B-39. *Cost Factors in Old-Age Insurance*, by W. R. Williamson. Vol. 1, No. 7 (July 1938), pp. 3-15.
- B-40. *Estimates of Persons With 1937 Wage Credits Who Attain Age 65 in Specified Years*, by Robert J. Myers. Vol. 2, No. 12 (December 1939), pp. 17-22.

- B-41. *Federal Old-Age and Survivors Insurance: A Summary of the 1939 Amendments*. Vol. 2, No. 12 (December 1939), pp. 3-16.
- B-42. *Financial and Economic Data; How the Old-Age Reserve System Works*. Vol. 1, No. 7 (July 1938), pp. 71-78.
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